

**Links between
the sustainable development of tourism
and regional/spatial planning**

**Développement durable du tourisme
et relations avec l'aménagement
du territoire**

p r o c e e d i n g s / a c t e s

**Palma de Majorca (Spain), 26-27 May 1999
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Allocution d'ouverture

M. Tarcisio BASSI

Directeur adjoint de l'Environnement et des Pouvoirs Locaux, Conseil de l'Europe

Je suis heureux de souhaiter la bienvenue, au nom du Secrétaire Général du Conseil de l'Europe, à tous les participants à ce Séminaire organisé par le Conseil de l'Europe, conjointement avec le Ministère espagnol de l'Environnement et le Gouvernement autonome des Iles Baléares sur le thème «Développement durable du tourisme et les relations avec l'aménagement du territoire».

Le Conseil de l'Europe – et tout particulièrement la Conférence européenne des ministres responsables de l'Aménagement du Territoire – s'occupe depuis fort longtemps des problèmes d'aménagement du territoire en Europe ; lors de ses dernières sessions, la CEMAT a décidé que ses travaux seraient centrés surtout sur les différents aspects du développement durable.

Lors de leur prochaine session ministérielle en l'an 2000, les ministres devraient adopter les principes directeurs pour le développement territorial durable du continent européen.

L'importance de ce problème est perçue aussi bien au niveau de la Grande Europe, c'est-à-dire des 41 Etats membres du Conseil de l'Europe, qu'au niveau de l'Union européenne.

En effet, l'Union européenne vient d'adopter un document appelé SDEC – Schéma de Développement de l'Espace Communautaire – dont les principes de base et les finalités sont très proches de ceux qui ont justifié le démarrage des travaux de la CEMAT pour la préparation des «Principes directeurs» que j'ai mentionnés.

L'Europe tout entière est confrontée aux problèmes toujours plus aigus que posent la globalisation de l'économie et la lutte sans merci que se livrent tous les acteurs européens afin d'être toujours plus compétitifs. Vous savez que cette compétition, sans pitié, a lieu aussi dans le domaine du tourisme.

Par ailleurs, l'intégration d'espaces économiques séparés de longue date et le rapprochement vers l'Union européenne de plus en plus d'Etats jadis périphériques, obligent les responsables politiques de tous ces pays à réexaminer ensemble leur politique de développement en vue de trouver un meilleur équilibre européen commun.

Parmi les défis du prochain siècle pour la Grande Europe, figure sûrement la recherche de principes différents pour le développement économique et technique intégrant mieux que dans le passé les effets extérieurs et à long terme de ce développement et prenant mieux en compte le coût du capital naturel ainsi que la valeur de la qualité de vie, difficilement quantifiable mais fondamentale.

La recherche d'un équilibre global plus durable, plus respectueux de la qualité de vie des êtres humains provoque inévitablement des conflits d'intérêts et une remise en cause de nombreux *credo* et du mode de vie actuel, que beaucoup croyaient éternel et extensible à toutes les populations.

Les travaux du Conseil de l'Europe dans le domaine de l'aménagement durable et global de l'espace européen sont donc orientés vers la recherche de principes/stratégies flexibles, non obligatoires mais acceptables par tous les Etats qui assurent une plus grande cohérence entre les décisions importantes prises soit à des niveaux, soit dans des domaines différents.

Le Conseil de l'Europe s'est préoccupé depuis longtemps de promouvoir et soutenir les politiques de développement touristique respectueuses de l'environnement. De nombreuses autres initiatives dans ce domaine sont prises dans d'autres contextes.

Parmi les principes généraux, maintes fois affirmés, qui doivent sous-tendre toute politique en matière de développement touristique, je citerai les principes de prévention et de précaution.

J'ai retenu trois aspects importants de développement touristique qui, je l'espère, pourront être approfondis au cours du présent Colloque :

- a. Quel équilibre doit exister entre le développement du tourisme de masse dans les villes et les zones naturelles sensibles et les impératifs de sauvegarde du patrimoine architectural ou naturel ?
- b. Comment limiter la concurrence touristique effrénée et parfois irresponsable entre zones touristiques ?
- c. Comment le tourisme rural peut constituer une alternative appropriée aux pressions dans les zones touristiques actuellement surchargées ?

En ce qui concerne le premier aspect, il me semble qu'un développement du tourisme équilibré, harmonieux et durable, ne peut être réalisé à moyen/long terme que s'il est contrôlé et supervisé par les autorités responsables de l'aménagement du territoire, non seulement aux niveaux régional et local, mais aussi au niveau central. Les autorités responsables devraient prendre les mesures nécessaires pour la sauvegarde du «patrimoine touristique» en répercutant, d'une part, une plus grande partie de ces coûts sur les touristes et en participant, d'autre part, au financement des actions de sauvegarde du patrimoine naturel et architectural. Les autorités centrales devraient pouvoir faire respecter certaines normes et principes de base que les autorités locales, pour des raisons souvent d'intérêt à court terme ou de concurrence, n'imposent pas aux différents responsables du développement du tourisme.

Des mesures efficaces devraient être prises pour promouvoir et faciliter une meilleure répartition saisonnière du tourisme.

Pour le deuxième aspect, on peut considérer que dans l'intérêt de tous les citoyens, il ne convient pas de laisser l'entière liberté aux opérateurs touristiques pour le développement du tourisme. L'expérience prouve que, sans cadre général, le tourisme qui tend à se développer est un tourisme organisé, de masse, concentré dans un nombre limité de lieux afin de réduire les coûts, offrant des services de qualité standard et uniforme qui n'obéit qu'aux règles du court terme, de la mode et de la concurrence, sans contribuer au juste niveau à la sauvegarde du patrimoine naturel et culturel. La valeur et le coût de maintenance de ce patrimoine ne sont souvent pas inclus dans le prix payé par les touristes.

Le développement incontrôlé du tourisme conduit inévitablement à la maximalisation à court terme des profits, à la concurrence effrénée entre pays, régions, communes, en vue d'augmenter à tout prix les flux touristiques et à la destruction progressive des éléments de base qui sont à l'origine du tourisme.

Bien que la politique en matière touristique relève souvent de la compétences des autorités locales ou régionales, une coopération et une coordination des politiques européennes, nationales ou régionales en matière de tourisme s'imposent si l'on veut éviter la concurrence entre communes, régions, Etats.

Les Etats devraient se doter d'une législation nationale définissant les activités touristiques préjudiciables à l'environnement, notamment dans les zones vulnérables. Ils devraient aussi définir les normes minimales à respecter lors de la construction des grands projets touristiques, les capacités maximales d'accueil des zones touristiques sensibles et les normes permettant de les faire respecter.

Mais c'est probablement au niveau régional qu'il faudrait être convaincu de ces nécessités et donc essayer d'élaborer des suggestions concrètes de concertation et d'actions communes qui, ensuite, pourraient être présentées aux autorités centrales et européennes.

Un tourisme rural de qualité pourrait être une réponse partielle aux deux aspects que je viens de mentionner et apporter une réponse adéquate à la demande touristique des prochaines années qui, inévitablement, augmentera par suite notamment de l'accroissement du temps libre.

Le développement d'un tourisme rural de qualité pourrait :

- fournir un complément de ressources aux populations rurales leur permettant de continuer à vivre dans leur lieu d'origine et limiter, ainsi, la dépopulation d'une part et la concentration urbaine d'autre part ;
- constituer une alternative de choix au tourisme de masse dans les zones touristiques surchargées ;
- permettre de sauvegarder et gérer le patrimoine naturel dont l'importance vitale pour la population est encore mal perçue et dont une partie est appelée à disparaître si la désertification des zones rurales continue au rythme actuel.

Un milieu rural naturel et à dimension humaine sera pour les générations futures le poumon de vacances plus saines, plus reposantes, capables d'apporter une réponse satisfaisante à la recherche d'une meilleure qualité de vie, préoccupation grandissante des populations urbaines. Mais il faut bien être conscient du fait qu'un tourisme rural de qualité nécessite aussi un certain professionnalisme.

Pour conclure, je dirais que l'acceptation du concept de développement durable nous impose de trouver un plus juste équilibre entre la nature et l'homme.

Sans une action concertée entre professionnels du tourisme, autorités nationales et locales, population vivant dans les zones touristiques, il sera difficile de trouver ce juste équilibre qui ne doit pas être limité dans le temps à la situation d'aujourd'hui ; il doit aussi tenir compte de l'avenir.

Plusieurs fois, on a envisagé d'approuver une ou des Chartes pour un tourisme durable ; je considère, pour ma part, que c'est une bonne idée et qu'il devrait y avoir des Chartes à plusieurs niveaux : local, régional, national et européen. Quelques textes de cette nature existent : pourquoi est-il difficile – voire impossible – de les mettre concrètement en œuvre plus souvent et dans beaucoup plus de lieux ? Il faut responsabiliser davantage les touristes et aussi leur faire payer le juste prix.

J'espère que les discussions des thèmes qui seront développés aujourd'hui et demain apporteront non seulement des éléments de réflexion, mais aussi des propositions concrètes et viables pour promouvoir un développement touristique satisfaisant, pour nous et pour nos enfants. Avec la réduction du temps de travail qui semble se dessiner en Europe, le tourisme augmentera. Sous quelle forme ? Quelles seront ses conséquences ? Au début du siècle prochain, la semaine de travail sera de quatre jours, avec trois jours de repos. Quelle sera l'incidence sur le tourisme ?

J'invite d'ores et déjà tous les participants à intervenir après la présentation des rapports de base afin que les conclusions du Colloque puissent faire une bonne synthèse des différents points de vue.

**I. CONTRIBUTIONS /
COMMUNICATIONS**

1st SESSION

**The tourism sector in the
new millennium: some key questions**

1^{re} SEANCE

**Le secteur touristique face au nouveau
millénaire : quelques questions-clés**

Tourism 2020 Vision and sustainable development

Mr John KESTER
Senior Statistical Officer, World Tourism Organization (WTO)

Tourism 2020 Vision: a new forecast from the World Tourism Organization

This paper presents 'Tourism 2020 Vision', WTO's long-term forecast and assessment of the development of tourism up to the first 20 years of the new millennium. Firstly will be addressed the basis of this exercise, followed by the main estimates resulting from it and the major determinants and trends that can be distinguished. The presentation will be concluded with the challenge these outcomes imply to the sustainable development of tourism.

What is it and how it has been done?

The 'Tourism 2020 Vision' programme of research and forecasting represents a continuation of WTO's work in the area of tourism forecast initiated in 1990 ('The Global Tourism Forecasts to the Year 2000 and Beyond' set of reports) with the general objective:

- to identify the key trends in tourism supply and demand worldwide and by region; and
- their impact on the various sectors of the tourism trades; together with
- implications for policy making and relevant strategies.

The vision of the title is not principally WTO's. It is the collective vision of:

- first, the 85 National Tourism Organisations who responded to our survey in late 1996/early 1997 (and the dozen Asian NTOs who responded again in January this year to help in our revised forecasts);
- second, the travel industry leaders and visionaries interviewed about developments which directly (or indirectly) affect tourism;
- thirdly, the writers, TV and film makers who present views of the future;
- and finally academic and other researchers and analysts.

WTO's input has been the considered assessment and evaluation of all this information to arrive at sensible judgements of likely trends and directional movements of tourists to 2020.

An essential outcome of the 'Tourism 2020 Vision' are quantitative forecasts covering the next 25 years, with 1995 as base year and forecasts based on past performance and future expectations for 2000, 2010 and 2020.

To have a clear understanding of the results the following has to be taken into account:

- Data limits to international tourism. That means the travelling of visitors and tourists in other countries than those in which they have their usual residence. Domestic tourism has to be excluded, unfortunately, as insufficient comparable data is available. We do know however, that for the majority of countries the volume of domestic tourism exceeds the international tourism.
- Furthermore in WTO's definitions tourism refers to travelling for leisure, as well as for business and other purposes, like visiting friends and relatives.

Continued strong growth of tourism in the 21st century

International tourist arrivals 2020: 1.56 billion

- The number of people travelling will boom in the 21st century. The most striking characteristic of the development of tourism in the last half-century has been its ongoing surprisingly strong growth. Since 1950, when international travel started to become accessible to the general public, tourist activity has risen each year at an average annual rate of 7 per cent from 25 million international arrivals to 625 million in 1998.
- Although the pace of growth will slow down to a forecasted average 4 per cent a year – which signifies a doubling in 18 years –, there are no signs at all of an end to the rapid expansion of tourism. In the ‘Tourism 2020 Vision’ it is calculated that by 2020 the number of international tourists worldwide will reach 1.56 billion. This is 2,5 times the 625 million international arrivals recorded in 1998.

Total international tourism receipts 2020: over US\$ 2 trillion

- Despite the economic problems being encountered throughout Asia which will reduce economic growth in that region over the next few years, the long term view of institutions like the World Bank is for annual growth in the developing world in the mid-to-high 4%, with that of industrialised countries around 2.5% or better. Global GDP will more than double to US\$ 56 trillion by 2020. This will mean more income spread to larger and new layers of the population in various parts of the world.
- An ever-growing share of this income will be spent on travelling abroad. Receipts from international tourism (excluding transport) are projected to increase more than threefold between 1995 and 2020 to reach US\$ 2 trillion.
- By the year 2020 each day more than US\$ 5 billion will be spent on foreign tourism, excluding the costs of international transport.

Tourism in its infancy: international tourists as % of total potential travelling population

- Despite the great volumes of tourism forecast for 2020, it is important to recognise that international tourism still has much potential to exploit. Tourism is so to say still in its infancy. The exercise of translating the level of international tourist arrivals in 2020 into the proportion of the population able to engage in tourism enables us to see how far tourism has penetrated.
- Factors were applied to take account of multiple country visitations per trip and for the fact that many travellers make many trips per year. Furthermore the UN’s population projections for the WTO regions are taken into account, factoring out proportions of the population that cannot be considered real potential travellers (like the very old and very young, those persons who are ill or infirm, those with inadequate financial resources, etc.).
- The highest level of international tourism participation is among Europeans at 14 per cent or one in seven, while only one out of every 100 South Asians is an international tourist.
- World-wide, 7 per cent (or one in fourteen) of people will participate in international tourism in 2020, compared with less than 3 per cent currently.

Trends in tourism

Travelling farther and farther...

Changes in the split between Long-Haul and Intra-Regional Tourism:

- One of the principal features of the expansion of international tourism over the next 25 year period is the increase in the long-haul share of arrivals on a world-wide basis, although intra-regional flows will remain predominant.
- On world scale the long haul share of total tourist arrivals will rise from 18 per cent in 1995 to 29 per cent in 2020.
- Intra-regional tourism will subsequently decrease from 82 per cent to 71 per cent of total tourist arrivals over the same period.
- This basically means that people by 2020 will be travelling farther and farther.

Concerning outbound tourism from each region, according to destination (intra- and long-haul), this leads to the following forecast:

- On a regional basis some interesting changes are likely to occur. First of all, travel within the region is largely dominating in five out of the six regions. South Asia is the exception with intra-regional travel representing only a small share.
- Between 1995 and 2020, in the Americas, Europe and South Asia the main growth in outbound tourism will be to long-haul destinations. In Europe, the proportion of long haul will almost double.
- However, in Africa, East Asia and the Pacific and the Middle East, the growth in outbound tourism will be to destinations within the same region.

...and more often

- Tourists not only will travel farther and farther but also more often.
- With large blocks of free time difficult to find by many consumers, multiple holiday taking rather than extending the length of stay of the main holiday will be the major trend, leading to a much higher frequency of travel each year by the most active participants.
- The multiplication of short holidays in Europe, North America and recently Asia illustrates this trend.

Forecasts of international tourist arrivals by region, 1995-2020

By region the prospected development of international tourist arrivals shows the following pattern:

- Europe will continue to be the most visited tourist destination in the world with a projected total of 717 million tourists for the year 2020, that is 381 million more tourists than in 1995. The growth rate is assessed below world average, however. So the market share will erode.
- Countries of East Asia and the Pacific will continue the strong performance achieved during the 1980s and 1990s. Because of the economic troubles in the region for the short run the forecasts are adjusted downwards. It is anticipated however that the patterns of international tourism will have re-established themselves in line with the initial 'Tourism 2020 Vision' study's expectations by 2010.
- Growth prospects for the Americas are seen as more sluggish, particularly for North America, whereas forecasts for South and Latin America and the Caribbean are much more promising.

- The Africa and Middle East are seen as having good prospects, and growth rates are predicted to remain above average. The Middle East will be the second fastest growing region after East Asia and the Pacific.
- Although relatively low, the volume of international tourist arrivals in South Asia is expected to reach 19 million in 2020, almost five times higher than in 1995.

Focus on strong growth receiving region/sub regions

- If we examine some of the sub-regions, and special regions (that is natural groupings of countries which cut across WTO's standard regional breakdown) we see that the strongest expansion of tourism will take place in regions such as the Mekong countries, Northeast Asia and Australia (despite the short term downturn in intra-regional flows), Southern Africa and the Indian Ocean.
- Other regions likely to outperform the world-wide average include Southern America (still the sleeping giant for tourism), the Balkan countries, the CIS and other republics of the former USSR, and the Caribbean (led by Cuba).
- By contrast, the share of the Mediterranean will continue to decline – from 33 % of global arrivals in 1990 to 30 % in 1995 and to a forecast low of 21 per cent in 2020.

World's top destinations: main destinations in 2020

- The top ten tourist receiving countries will see a major change with China (currently not in the top ten) becoming the leading destination by 2020.
- China, Hong Kong, Special Administrative Region, if treated as a separate entity, will also become one of the main destinations.
- Also entering the top ten will be the Russian Federation, while the fast growth in the Asian destinations of Thailand, Singapore and Indonesia along with South Africa and Turkey will move rapidly up the league table, albeit not reaching the top ten.

World's top for outbound tourism: main generating countries in 2020

- Considering which countries will be the main producers of tourists abroad, the list remains largely the presence of the major industrialised countries - Germany, Japan, the United States, the United Kingdom, France.
- However, there are two important 'entrants': first, China at position 4 with a forecast of generating 100 million arrivals by 2020, predominantly to close by destinations; and, second, the Russian Federation generating over 30 million arrivals.

Major determinants and influences

The principal determinants of, and influences on, international tourism activity taken over the duration of the 1995 and 2020 period are identified as being:

Economic

- continued moderate to good rates of global economic growth,
- above average economic performance of the Asian tiger economies,
- emerging importance of new tiger economies (i.e. China, India, Brazil, Russia),
- widening gap between rich-poor countries,
- spread of harmonisation of currencies ;

Technology

- information technology development,
- transport technology advances ;

Political

- removal of barriers to international travel;
- transport and other forms of deregulation ;

Demographic

- ageing population and contracting workforces in industrialised countries leading to more South-North migration;
- erosion of the traditional western household ;

Globalisation

- growing power of international economic and market forces and consequent reduced control of individual states and non-global corporations ;

Localisation

- conflict in developing countries between identity and modernity;
- demand from groups defined on ethnicity, religion and social structures to be recognised in their own rights ;

Socio-environmental awareness

- boosted public awareness of socio-cultural and environmental issues,
- greater media reporting on major global problems (e.g. reducing water supplies) ;

Living and working environments

- growing urban congestion both in the industrialised and (especially) developing worlds;

Change from “service” to “experience” economy

- focus switching to delivering unique experiences that personally engage the consumer ;

Marketing

- use of electronic technology to identify and communicate with market segments and niches ;

Safety of travel

- tourism will not flourish to destinations in civil turmoil, at war, or where tourists’ health or security is perceived to be under threat.

These many factors in combination will produce a polarisation of tourist tastes and supply, so that both large scale, ‘mainstream’ and smaller volume ‘individualised’ tourism will prosper.

Hot Tourism Trends

Five broad areas where innovative tourism products are expected to emerge in the upcoming decades are:

Adventure tourism

As the world becomes increasingly explored and there are fewer *new* destinations left for tourists to discover, the trend will be to travel to high places, under water and to the end of the world. By the year 2020, tourists will have conquered every part of the globe as well as engaging in low orbit space tours, and maybe moon tours.

Cruises

The cruise sector is growing at a phenomenal rate. Some 7 million people took a cruise in 1997 and that number is expected to increase to 9 million by the year 2000. To keep in pace with forecasted demand, 42 cruise vessels are currently under construction and the ships keep getting larger.

Ecotourism

This type of trip contains a nature component and provides an economic incentive for the preservation and conservation of the environment. Ecotourism ranges from small highly focussed study tours to large volumes of resort tourists who make a day trip to a nature reserve during their holidays. Income generated from this type of tourism can be used in part to finance projects that protect the natural resources for future generations.

Cultural Tourism

There is an especially strong growth in cultural tourism to Europe, the Middle East and Asia from virtually all regions of the world. This type of trip includes a wide range of travellers, from small educational groups to day trips to cultural sites by mass-market holidaymakers. Good management of cultural sites and visitor flows is a serious concern of the 21st century.

Themes

Thematic tourism is where a special interest overrides the usual holiday motivators, such as climate. Theme parks will be an increasingly popular vacation choice and several new ones are currently in the planning stages around the world.

A major challenge to the sustainable development of tourism

Whether we like it or not, tourism is bound to continue at a rapid growth pace pushed by, among other factors:

- a healthy increase in disposable incomes in most countries,
- the incorporation into the tourism market of new layers of consumers;
- speedier means of communication and transport which, in turn,
- stimulate the desires of people to travel and to learn about other natural and cultural environments.

This prospected ongoing pace of growth signifies a major challenge to the sustainable development of tourism. The nations and communities which will host the increasing numbers of tourists expected in the next century, will need to be much better equipped than today to handle them in a manner which ensures that the tourists do get a satisfactory experience, and at the same time, not harm the local culture and natural environment. It is of vital importance for tourism to be sustainable since activities that damage the environment or have a negative impact on societies will destroy the very basis on which tourism is built and thrives.

To this purpose, it is WTO's conviction that increased international cooperation in this area is required. In Europe, a continuous exchange of successful experiences of sustainable tourism development among the more mature destinations in this continent – for instance through this type of seminars – will assist national governments and local administrations in improving their environmental and socio-cultural performance vis-à-vis the tourism sector.

The World Tourism Organization has been promoting such exchange over the years, and is willing to collaborate with the Council of Europe in this effort. In this respect the development and aid agencies of the European nations that have achieved a more sustainable tourism industry have a special role to play. We are happy to say that in many instances they have collaborated with WTO in various programmes of assistance to Third countries, which help to translate environmental concerns into practical tourism master plans.

These and other such instruments are required in the new tourism destinations of Europe, particularly in the transition economies, but also in Western Europe, where a large number of tourism destinations have exceeded their carrying capacity and are in a process of decay. A revitalisation of such destinations is urgently needed before the damages become irreversible. Also, financial support is needed for setting up environmental monitoring systems allowing the tourism administration of recipient countries to regulate more effectively the performance of the private operators in relation to the environment. This is an area where most local and national tourism administrations are nowadays very poorly equipped, and where external assistance would be most welcome.

On its part, WTO will continue undertaking research, conducting field studies and disseminating results among all its Member States with a view to ensuring a more sustainable tourism industry in the new century.

Controlling quality in the tourist industry in Europe

Mr Reinhard KLEIN
Head of DG XXIII, European Commission, Brussels, Belgium

First of all, I should like to thank the Secretariat General of the Council of Europe, as well as the Spanish and the Balearic authorities for organising this seminar at a very appropriate venue for discussing the subject in question.

General considerations

We all agree that tourism is very important for the European economy. In the EU, tourism directly provides jobs for 9 million people, accounting for 6% of GDP and one-third of total international trade in services. And, it offers excellent prospects for growth.

Tourism also helps the development of peripheral European regions. It can create many new jobs, and contributes to the preservation and development of our cultural and natural heritage.

Nowadays, tourism concerns practically everyone in Europe. Each year, half of the EU population undertakes at least one holiday journey, with only 20% of the people over the age of fifteen never having made such a journey. Therefore, we can safely assume that the perspectives for further tourism development are very good.

Yet, we still must take into account a number of factors, if we want the European tourist industry to thrive, and Europe to remain the Number-One destination world-wide.

Tourism is developing in an extremely competitive international framework. The development of new destinations, the hard work of traditional competitors and low transport prices, bring new challenges.

If Europe wants to remain competitive, it has to base itself on one aspect where there is already great tradition and experience, and this is quality. For, even if the cost of a journey is still one of the factors affecting the choices made by tourists, concern for quality is becoming increasingly important in the choice of destination and type of holiday.

The European model for the development of tourism is characterised by variety, quality, meeting consumers' expectations and a demand-driven market - which results particularly from European cultural and social attitudes.

The products on offer must be increasingly geared to customers – customers who are inclining more and more towards shorter stays and less common destinations. And, who are becoming more demanding as regards quality and “tailor-made“ holidays.

A tourist's impression of a trip depends on many things. Everything that happens from the moment he decides to go on holiday to the moment he gets back home affects his level of satisfaction.

Concerning the right strategy, we find three keys to success: competitiveness, quality, and environmental sustainability. When looking more closely at them we discover that they are one and the same things, seen from specific angles. Competitiveness can only be achieved through quality. Quality only exists when environmental sustainability is guaranteed. And sustainability comprises not only environmental aspects, but also social and economic concerns, thus also competitiveness.

The success to which these are the keys, is the tourists' satisfaction. The tourist is finally only satisfied if he receives a competitive, i.e. well-performing, and high-quality service, which he requires to be provided without harming the environment.

Tourism quality and job creation

In October last year, the European Commission published the report of the High Level Group on Tourism and Employment. In the section on encouraging sustainable development of tourism, in particular, the report pays attention to quality assurance and quality programmes as a means of safeguarding existing jobs and creating new ones.

Four weeks ago, the Commission adopted a Communication to the other EU institutions, in which it outlines the follow-up to the conclusions and recommendations formulated in that report. This Communication, too, emphasises the importance of tourism quality policy as a contribution to employment, and its link to sustainable tourism development.

Ensuring viable employment is normally only possible through two things:

- the growth of a sector; and
- organising a given business volume in a more employment intensive manner.

Both are directly linked to quality. For, regional growth in tourism can only be achieved in connection with quality. And quality normally needs adequate numbers of staff, of course well-trained, friendly and highly motivated.

Integrated quality management in tourism

Given the central role of quality in tourism, a closer focus on this issue is justified. At this point, we also need to look ahead. The more concentrated tourism activity, the more the tourists demand personalised services and products.

At the same time, there are a lot of new developments appearing. New forms of tourism are developing. New technologies and the information society are becoming an integral part of tourism. Furthermore, new ideas are already advancing. I am referring to terms like "smart hotel rooms", "multifunctional models", "escape from everything" and whatever trends may arise in future.

Given that a variety of factors affect the quality of tourism services on offer, the right strategy and the quality of tourism services on offer in Europe must be based on integrated quality management in tourism.

In July 1998, the Austrian EU Presidency together with the European Commission, organised at Mayrhofen, in Tyrol, a European Tourism Forum on Integrated Quality Management in Tourism. This important event attended by several hundred participants is documented in very valuable proceedings.

In the business world, in particular, so-called Total Quality Management strongly emerged in the 1980s as a way of meeting an organisation's objectives by improving customer experience of the product or service provided. It involves a continual process of assessing actions and outputs, obtaining feedback from customers and making improvements. It is concerned with the effective use of resources, and the level of participation and satisfaction of the people in the organisation.

However, tourism cannot be dealt with in the same way as a single product or service. Therefore, the above-qualified approach must be developed into an Integrated Quality Management (IQM). Its concept embraces the basic approach of Total Quality Management, but is broader and more flexible. It recognises that an organisation may have a wide range of objectives, and that it should approach them in an integrated way. For tourism and tourist destinations, we must go even further, since here not only one organisation is concerned, but a large number of stakeholders and groups.

Integrated quality management is defined as a global approach. When dealing more in depth with this issue in tourism, we are confronted with complex fields. In summary, IQM in tourism aims at:

- improving the competitiveness of the tourism industry,
- satisfying the needs of both tourists and local communities,
- preserving and building upon the natural and cultural environment.

Only in this way can Europe continue to be the main tourist destination, take up the challenge presented by its competitors on the world market and even increase its market share.

Maintaining and even improving quality are therefore vital elements for making the European tourist industry more competitive. Otherwise it will not be possible to realise the potential for economic development and job creation offered by tourism in Europe.

Integrated quality management (iqm)

An approach recognising that a number of stakeholders and a bundle of elements not exclusively managed and controlled by a single stakeholder define a quality with multiple effects in a multi-dimensional context.

IQM is, therefore, a form of quality management

- taking into account the multiple dimensions and effects of quality;
- dealing with all elements defining the quality effects in the different dimensions;
- involving and inter-linking all stakeholders managing and controlling these elements and all those affected by the quality of the different dimensions.

Dimensions regarding IQM of tourist destinations

- Tourists and their satisfaction;
- Tourism enterprises/entrepreneurs and their business;
- Employees in the tourism business;
- Business and activities in the local economy and society indirectly concerned, and the people working in them
- Residential population;
- Environment.

Developing a strategy for integrated quality management calls for close co-operation between all public and private stakeholders – tour operators, enterprises, tourism boards, trade organisations and public authorities – this at all levels, local, regional, national, European and international.

Some European tourist destinations have started to focus on integrated quality management; they have put strategies in place and are developing tools to better respond both to tourists' and local populations' demand.

In order to learn from these experiences and to foster this approach, the European Commission launched about one-and-a-half years ago three studies on integrated quality management of tourist destinations aimed at:

- identifying good practices; and
- analysing recipes for success.

Each study focuses on a different category of destination – coastal, urban and rural. But a lot of elements of good IQM practice for tourist destinations are common to all categories.

A publication containing practical recommendations for public and private decision-makers and operators will result from the studies. It is expected to be ready by the end of this year and will be widely disseminated.

The lessons so far

Two aspects, which we can carry over for further consideration, are that quality of tourist destinations and their integrated management must, among other things,

- correspond not only to tourism and tourists' interests, but also to other citizens' and functions' interests and requirements; and
- comprise sustainability of development and operation.

Quality objectives should be set at various levels on the basis of the needs of the different categories of tourist and then translated into practical action.

These objectives can only be met if all the parties concerned are involved in the process leading to quality in tourism. They therefore require a partnership between the public authorities and business and professional organisations in the tourism sector.

Progress on achieving these quality objectives should be regularly assessed, in co-operation between the various partners. This partnership should first be developed between businesses in the various branches of tourism. Small and medium-sized enterprises (SMEs) may share interests with large businesses since they operate in the same field.

15 principles of IQM of tourist destinations

1 INTEGRATION

Concern for quality and the management techniques aimed at achieving it, should be integrated into all the tourism functions of the destination.

2 CONSUMER ORIENTATION

Quality management is about getting close to the visitors, understanding their needs, and finding out whether these are being met.

3 DISTINCTIVENESS

Visitors travel to experience something different, otherwise they may as well stay at home. Delivering quality should be about bringing out the special, distinctive features and flavours of the destination.

4 AUTHENTICITY

Visitors are looking for genuine experience. Special heritage should be honoured and celebrated. It should be presented in a real way, which does not fabricate nor devalue its quality.

5 MARKET REALISM

Quality management should be based on an informed and realistic assessment of the area's potential in the market place, identifying its competitive strengths and ensuring they are not eroded.

6 SUSTAINABILITY

Many areas have fragile sites and communities sensitive to intrusion and congestion. However, visitors themselves are increasingly looking for unspoiled environments. Any destination seeking to deliver quality must be concerned with managing the impact of tourism.

7 INCLUSIVENESS

Destinations should not be content with delivering quality to a few people while delivering a mediocre experience to others. Good experience should be provided for all visitors, especially those with special needs.

8 ATTENTION TO DETAIL

Quality is about being creative but also taking care over the detail – providing enough information checking on facilities, providing extra services.

9 RATIONALISATION

Sometimes quality can be about not doing things. A small number of good initiatives and products is better than many poor ones. It is about stopping activities that are under-resourced and not delivering quality, or combining them into something stronger.

10 PARTNERSHIP

Quality management is about involving people. Working together is right in principle and also essential for success. The many small tourism enterprises, related organisations and community groups should all be involved together in delivering quality in the destination. Their well-being should be regularly checked.

11 INTERDEPENDANCE

Special attention should be paid to the role of tourism in the destination as a whole. Quality tourism depends on, and in turn supports, many other activities.

Specific issues (I)

- Quality of destinations to be understood in the most comprehensive way
- Quality requires management
⇒ integrated management
- Integrated Quality Management
⇒ must be used as preventive approach
- New destinations
⇒ integrated management
- Existing destinations
(also flourishing)
⇒ IQM to be adopted now.

12 TIME

Improving quality in a destination takes time. Success depends on planning for steady, achievable progress year on year rather than setting unrealistic targets.

13 COMMITMENT

A fundamental requirement of success is personal enthusiasm and commitment to achieving quality. Really successful destinations not only have individuals driven by this, but also a way of ensuring that it is spread to everyone.

14 MONITORING

Quality management is all about regular monitoring and evaluation of impacts on the visitor, enterprises, the environment and the local community.

15 COMMUNICATION

Maximising flows of information to everyone involved in the destination is essential for success.

Specific issues (II)

- Strong and accepted body or authority, eg
- Local authority or a grouping of local authorities
- Local or regional agency
- Tourism association or office
- Mix a public-private partnership
- Protected areas: conservation/management authority
- Strategic and planning document
- IQM must be a key issue of documents for tourism development and marketing

Specific issues (III)

- Involvement
- Internal communication
- Participation of tourism professionals and tourists
⇒ external communication
- Promotion of the destination
- Good image based on quality
- Special quality and attractiveness features of a destination
- Well-managed visitor centres and visitor services

Specific issues (IV)

- Quality = diversity
- Quality = more than equipment
- Quality = more than folkloric outlets and artificial bazaars
- Visitors' contact with the local population (fishermen, farmers, shepherds, craftspeople, etc.)
- Availability of global products/
international cuisine
+ Offer of tasteful local specialities (handcrafts, gastronomy)

Specific Issues (VI)

- Organise the tourist's visit
- Make the tourist discover not only the core of the destination, but the whole area and region
- Respond to the tourists' wish for security
- Train and develop staff committed to the quality of their service
- Optimise the use of resources through preserving their future (Agenda 21, awards)
- See tourism as one of many elements of local activity and life and of the urban tissue
- Manage the traffic problems of a destination

Specific Issues (V)

- Visitors realise quality
- Visitors identify with quality destinations
- Visitors behave positively towards quality ⇒ contribution to quality maintenance
- Visitors convinced by quality
⇒ wish to visit destination again
⇒ promote the destination

Specific Issues (VII)

Monitor the quality:

- The tourists' satisfaction
- The satisfaction of the people employed
- The life quality of the local inhabitants
- The state of the environment

The link to regional and spatial planning issues, including environment

The quality of tourist destinations and its integrated management is clearly linked to regional and spatial issues. The European Commission, too, increasingly takes this fact into account. Thus, tourism is one of the subjects in the Report on Community Policies and Spatial Planning, a working document prepared by the Commission services for the European Spatial Development Perspective (ESDP) Forum, held in Brussels last 2 and 3 February.

In the spatial context, the mutual link to both regional development, and the protection of the environment and natural resources are particularly obvious. In recent years, the EU Structural Funds have provided an average of ECU or € 800,000 a year for direct measures of tourism development, many of them related to quality improvement.

From the year 2000 onward, Structural Funds are likely to give even more emphasis to issues of tourism quality. The Draft guidance for programmes in the coming period encourages this expectation.

The new Structural Funds guidance clearly targets Sustainable quality tourism. Particular emphasis is given to:

- the modernisation of tourism-related infrastructures and the improvement of their efficiency;
- upgrading skills and professional profiles in order to respond better to the expectations of tourists and the needs of the industry;
- encouraging business-to-business partnerships, public-private co-operation and networking in order to improve the integration of the different services involved in the “tourism chain”.

It is also interesting to quote another paragraph from its text:

“Tourist development should be carefully planned so as to take into consideration the carrying capacity of the site with regard to environmental, social and economic impacts. Such integration of environmental concerns and the conservation of natural and cultural heritage in development plans is essential to encourage sustainable and high-quality forms of tourism.”

Such a policy is also justified by the 5th European Community Action Programme for the Environment Towards Sustainability, which lists tourism as one of its 5 priority sectors for integrating environmental requirements.

When dealing with tourism policy in greater depth, it becomes obvious that environmental features must be an essential factor when defining tourism quality and its management, as I have already mentioned. Therefore, we have to view measures supported as a means of enhancing the environmental performance of tourism business just as much as a means of improving the quality of tourism in Europe. Two examples illustrating this are ECoNETT, the Network for Environmental Travel & Tourism, and NETS, the Network of European Tourism with Soft mobility, both of them either directly set-up as a European Community tourism project or resulting from such a project.

However, of equal importance is the fact that environmental concerns in relation to tourism can only be dealt with successfully in the long term, by making them an integral part of quality management in tourism, and not treating them in an isolated manner. Therefore, the European Commission promotes, for instance,

- integration of environmental criteria into quality management and monitoring;
- setting-up, reshaping and adapting quality standards and designations, in order to better integrate an environmentally friendly approach in management.

Partnership

Let me finally mention an element fundamentally necessary for the success of a quality policy in tourism, which is partnership. This includes the need of strengthening partnership between the public and private sectors. Tourism is primarily a system of relationships. A system which involves the producers, the intermediaries, the suppliers and the promoters of a wide range of services, as well as the public authorities at a variety of levels and the various groups of customers. Partnership should be regarded as a pathway to success.

Vertical and horizontal alliances and negotiations with the public authorities play an important part in the increasing modernisation and concentration of the biggest businesses in tourism.

However, SMEs, which make up 99% of all tourism enterprises, and in particular the 95% of all tourism enterprises having fewer than 10 employees, are all too often cut off from the mainstream. It is not easy for them to take part in an integrated and balanced development process.

Partnership between the various public authorities is particularly important for two reasons:

Firstly, as far the bodies of European integration are concerned, they can act as a catalyst in the identification and exchange of good practice, and the development of joint projects and innovative solutions. As far as the European Union, the European Economic Area and, increasingly, also the candidate countries for EU accession are concerned, Community instruments – under the enterprise policy or structural measures, for example – could be used to involve SMEs more closely in this process.

Secondly, co-operation between European countries is all the more important as many overseas visitors regard Europe as a single destination.

Regarding the EU, many Community policies affect tourism directly or indirectly. However, we are still lacking a coherent and co-ordinated approach in favour of the competitiveness and quality of European Tourism as a whole.

The majority of the EU Member States agree, that such an approach could take the form of a multiannual adaptable framework ensuring.

- that we will be able to collect and disseminate information and knowledge on tourism;
- that all Community policies affecting tourism will take account of its interests; and
- that we will be able to undertake concerted actions on issues of common interest, and help the process of learning from each other.

At the same time, we must take into account the fact that tourism plays a role in the pre-accession strategy of the countries applying for EU membership. The European Commission is working together with these countries in order to help them develop their tourism industry and to make it more competitive.

The *acquis communautaire* which they have to achieve affects in many ways their tourist development and the quality of their tourism offer.

We must not forget that tourism is an important area of co-operation with all our neighbours in Central and Eastern Europe and the Mediterranean, likewise, as well as with our partners around the world. We need to strengthen this co-operation. There are many areas and new dimensions in which it can take place, and one of the most important is the issue of quality in tourism.

The European Commission, therefore, recognises the need of efforts in this field that go beyond the EU territory.

Final remarks

At the threshold of the new millennium, nobody has any doubt that the potential of tourism in terms of creating wealth and employment is immense.

There is little doubt either that the success of tourism requires effective public policies, which will recognise and facilitate the smooth operation of a public/private partnership. Other imaginative initiatives will be required to contribute to the future of this industry. Initiatives which will continue to be in the forefront in applying new technologies, and in responding to new market demands.

At the EU, I do feel that we have identified all the elements necessary to establish a proper framework. Quality clearly is a key element. Now, we must put into effect solid, yet flexible instruments. Instruments, which will enable us to respond to changing times. Linking the sustainable development of tourism and regional/spatial planning must certainly be part of this package.

I, therefore, look forward to the discussions during this seminar contributing to the identification of appropriate ways of approaching the challenges of the future and to the establishment of a strategy for improving quality in tourism.

I want to assure you of the European Commission's wish to promote maximum co-operation with all the parties concerned, both within and outside the European Union.

I would like once more to thank the Council of Europe for having taken the initiative of organising this seminar. We should seize the opportunity to make good use of the results of this event in the interests of tourism in Europe.

Towards sustainable tourism – and how to arrive there

Mr Richard DICKINSON
Vice-President of WTTC

Introduction

Tourism is the top economic activity worldwide, and the world's largest industry. It is projected that by the year 2010, it will create some 330 million jobs, with demand at US \$10 trillion and contribution to GDP of over 10%. Europe, with an area of 10.3 million sq km and a population of 730 million, is still the most popular destination for international visitors, and this trend is set to continue. Indeed, the prospects for growth in European tourism are such that tourist figures could double over the next 25 years.

With such growth comes responsibility. It is clear that the current level of tourism, and especially its growth over the next few decades, is having and will continue to have a decisive effect on the European economy, cultural identity and physical environment. At one and the same time, Europe must address the practicalities of developing certain seldom-visited regions in the centre and east of the continent, as well as the challenge of unsustainable overcrowding in some of its most highly developed and active tourist areas, primarily located along the Mediterranean coastline.

It can be said without any fear of contradiction that spatial and general development in Europe will rapidly become unsustainable unless a comprehensive analysis is undertaken to redefine the existing models and rules for establishing tourist activities.

Context of this paper

Accordingly, this paper will set out how Travel & Tourism can and needs to act as a catalyst for sustainable development. It will then demonstrate how Travel & Tourism is becoming increasingly important in high-level decision-making fora, as a result of its inclusion at a recent United Nations Commission. From this, tangible, practical examples of measures, initiatives and programmes that allow the industry to move forward as a positive change agent are demonstrated, highlighting in particular how the Green Globe programme is ideally placed in this regard.

Travel & tourism as a catalyst for sustainable development

Travel & Tourism can act as a catalyst for sustainable development, evidenced in four ways:

- it has powerful economic, social and ecological contribution and potential
- it has growing relevance to all nations, particularly emerging states
- the changing culture of travel
- the underlying strength of Agenda 21 for Travel & Tourism

First

As previously stated, the industry is economically relevant. It is the world's largest, driving directly and indirectly more than 10% of global GDP, Trade, Investment and Jobs. This figure is higher in tourism-intensive regions. It is growing faster than GDP and will double every ten to fifteen years.

The industry is socially relevant. It provides millions of jobs across economies in tourism enterprises and related companies dependant on travel demand. Jobs are created quickly, with a high proportion of women, young people and minorities as beneficiaries. In today's globalising world, travel is a prime human aspiration, as well as one that can help peace and cross-cultural understanding.

The industry is ecologically relevant. It supports conservation, heritage and cultural preservation and urban or rural renewal like no other industry. Its core business assets are clean air, clear water, unspoiled scenery and enthusiastic communities. For the most part it is neither smokestack nor extractive - indeed it is often a good substitute for such industries or for subsidised agriculture, cyanide fishing or slash and burn forestry.

Second

Travel is woven through all the world's economies. But it is centrally important to developing states, which are all travel exporters with comparative advantages in culture, tradition and nature. Tourism can be their primary commodity and springboard into the 21st century global trading regime. It can be their number one job creator.

To do so it must be encouraged to grow wisely, with expanded infrastructure, with fair, non-discriminatory taxes, without bureaucratic bottlenecks and with a high priority on sustainability.

Third

In the post Rio era the Travel & Tourism industry, like governments, NGOs and other industries has begun to face up to the revolution needed to achieve sustainable development. Changes are required in product design to ensure quality with quantity, along with changes in operation to limit pollution, changes in infrastructure to reduce congestion, and changes in corporate behaviour to encourage staff and respond to customers.

Champions have been identified who are ahead of the curve - transport companies leading the cut backs in noise and emission, tour operators engaging local communities in their programmes and reducing leakage, hotels who reduce waste, water and energy. This reflects the diversity and fragmentation of this industry, the mixed public and private ownership, as well as the predominance of small and medium sized companies.

There is now an increasing shift from passive awareness to proactive involvement, from guideline to certification, from corporate to community interest. It is a fact that the industry must continuously evolve.

Fourth

AGENDA 21 FOR TRAVEL & TOURISM provides a universal vehicle for progress. It is a partnership programme developed from the Rio accords by WTTC, WTO and the Earth Council, linking private, public and environmentalist interests. It is the most powerful tool that exists today to co-ordinate and develop action at the global, regional and local level to achieve sustainable tourism. It provides a policy framework for action by all enterprises - from the smallest to the biggest - and for all governments. It is also a plan for partnership, voluntary initiatives, fair regulation where needed and, above all, implementation. It is a continuous process of change, not a one off event.

It suggests strategic directions for government and industry, translating global principles to community-based, multi-stakeholder actions.

It encourages governments to integrate it into their development strategies, organisations to base their initiatives on it, and companies to include it at the core of their business strategy. Consumers are encouraged to incorporate it into their behaviour.

UNCSD 7

Travel & Tourism's potential to facilitate positive change, and its increasing importance as recognised in the need for high-level action, was evidenced at the end of April this year in New York. The occasion was the 7th Session of the United Nations Commission on Sustainable Development. The Commission on Sustainable Development (CSD) turned its attention to sustainable tourism for the first time, and invited four major groups to join in the discussions with Ministers from over 100 countries. The four major groups represented were:

- Business and Industry (lead by the World Travel & Tourism Council [WTTC] and International Hotel & Restaurant Association [IH&RA])
- Trade Unions (lead by the International Confederation of Free Trade Unions)
- Local Authorities (lead by the International Council of Local Environment Initiatives)
- Non-Governmental Organisations (lead by United Nations Environment & Development – UK Committee).

Tourism Industry Position

The Travel & Tourism industry went to the UN with a simple message.

- That Travel & Tourism can act as a catalyst for sustainable development, but that to do so it must be encouraged to grow wisely, with expanded infrastructure, with fair, non-discriminatory taxes and without bureaucratic bottlenecks.

Multi-stakeholder dialogue – outputs

The UNCSD was a very constructive exercise in identifying the complex issues and multiplicity of actors involved in ensuring that sustainable tourism can be a reality rather than simply a principle. Equally importantly however, it identified useful directions to be taken in going forward.

a. There were many parties involved in the multi-stakeholder dialogue, giving valuable broad-based input. They included:

- NGOs,
- a comprehensive mix of industry representatives,
- government representation,
- international organisations.

In addition to these, the UN itself has internal responsibilities with regard to coalitions and players such as the World Tourism Organization, the World Trade Organisation, the United Nations Environment Programme (UNEP), the United Nations Educational, Scientific and Cultural Organisation (UNESCO) and the International Civil Aviation Organisation (ICAO).

b. Various measures, initiatives and pointers came out of the session as means with which to move forward. These range from distinct, established programmes to more general behavioural shifts that are required by consumers as well as the industry to enact positive change:

- AGENDA 21 FOR TRAVEL & TOURISM which the WTTC has developed in partnership with the World Tourism Organization and the Earth Council provides the policy framework for the achievement of sustainable tourism ;
- Voluntary industry initiatives that address the need for sustainability and means with which to bring this about. The Green Globe programme (expanded upon later in this paper) is the only current global example of this ;
- Education is critical, because people are more likely to behave in a responsible manner if they understand why they need to behave in a responsible manner and the consequences of not doing so. *Dodo*, Green Globe's education and training programme (see below), attended UNCSO 7 in order to impart this message :
- A simple axiom such as 'think globally, act locally' cannot be overstated. All travel & tourism players, from individuals to multi-national organisations, should practice this. Moreover, 'success stories' in sustainable Travel & Tourism should be championed and promoted to demonstrate the equity of benefits that are achievable ;
- Multi-stakeholder involvement is vital, as are partnerships and binding agreements where those interested parties and players agree to work together. An example of this is the Memorandum of Understanding signed by the WTTC and International Council for Local Environment Initiatives (ICLEI) at UNCSO 7, and expanded upon below

Green Globe

Green Globe is a worldwide environmental management and awareness programme for the Travel & Tourism industry. It is the ideal mechanism with which to implement the principles of Agenda 21 for the Travel & Tourism industry, and today, Green Globe has over 500 members in 100 countries. It is the most widespread and visible environmental programme of its kind, with an excellent reputation in industry, government and environmental circles.

In facilitating local implementation of Agenda 21 principles, Green Globe has developed a five-point 'menu', some or all of which can be adopted by any Travel & Tourism organisation, large or small:

Membership

Membership is open to any Travel & Tourism business, destination or association with an interest in improving its environmental performance, controlling its costs and helping to make the tourism industry more sustainable. Green Globe members endeavour to take action in one or more areas that include waste minimisation, reuse and recycling, company transport and the environment, and management of fresh water resources.

Certification

Members are encouraged to acquire an independently certified standard. It recognises tangible progress made in achieving environmental improvements, covering social as well as physical aspects. The Green Globe Certificate's unique positioning and branding creates real value for all stakeholders world-wide, and through partnership with SGS, the world's leading certification body, it is available using local resources, with local rates, in most countries.

Destinations

Green Globe Destinations have been developed to recognise those tourist locations where there is a concerted effort by all organisations involved in the local tourism industry to improve the quality of the environment and thus sustain the tourism product long-term. The process provides a framework to guide locations towards achieving sustainable development, aiming at ensuring environmentally responsible management of the products and processes that make up the holiday product.

Projects

Green Globe's team of knowledgeable and experienced environmental experts is able to provide a comprehensive consultancy and training service for organisations within the Travel & Tourism industry.

Development of an eco-brand

With ever increasing use of the Green Globe logo in members' promotional literature, Green Globe is fast becoming recognised as *the* environmental brand within the world-wide Travel & Tourism industry.

Dodo

Dodo is an environmental awareness campaign, designed to target an audience of 4-12 year olds but whose message is equally pertinent to everybody. In the form of 65 cartoons which address a wide range of critical environmental issues (including preservation of habitat, different types of pollution, use of medicinal plants, disease transmission by insects, cleaning and conservation of cities and recycling rubbish), Dodo tells children of the fate that befell his species. Dodo stresses the need to care for the environment and warns about current threats to the planet in a fun and entertaining manner that children can respond to.

WTTC / ICLEI Memorandum of Understanding

This MoU supports Local Agenda 21 action for sustainable tourism in some of the world's most visited cities. The two organisations share a belief in the importance of promoting sustainable development through the implementation of Agenda 21. Agenda 21 recognises that such implementation will require partnerships to build new and innovative mechanisms to deliver sustainable development solutions, such as Local Agenda 21.

Local communities and their local authorities serve as stewards of many important tourist destinations, and the tourism industry depends upon their co-operation to service local tourist business. Support for local sustainable development activities, such as Local Agenda 21, is therefore essential to the sustainability of local tourist destinations and tourist economies.

WTTC, through Agenda 21 for Travel & Tourism has spearheaded a complementary "Alliance for Sustainable Tourism", and has also formed a strategic alliance with the Agenda 21-based Green Globe corporate and destination management/certification programme.

ICLEI has launched a Local Agenda 21 Campaign to support local communities in establishing their local sustainable development planning and action activities. ICLEI also supports the establishment of national and regional Local Agenda 21 campaigns throughout the world and has continued to ensure a high priority for Local Agenda 21 through a number of major international projects.

The Local Agenda 21 movement continues to grow and now involves more than 2,000 cities and towns in nearly 70 countries. This new partnership between ICLEI and the WTTC will establish pilot projects to develop models and tools for sustainable tourism that these local governments can adapt and apply in their own communities.

The two organisations have entered into this memorandum of understanding to:

- share information and co-operate on promoting Agenda 21 and Local Agenda 21;
- explore how the principles of Agenda 21 for Travel & Tourism and Local Agenda 21 planning can be reciprocally integrated into the work of WTTC and ICLEI ;

- consider pilot projects in cities around the world, to serve as models of Local Agenda 21 for Travel & Tourism. The two organisations will jointly identify a few cities for the purpose of focused support for sustainable tourism planning development ;
- consider the development of joint guidance and initiatives on community and social heritage preservation, coastal protection, urban and rural regeneration, and transport management best practice within the context of sustainable tourism.

Conclusion

The necessity for Travel & Tourism to develop in a sustainable manner is well documented, and has become an issue of increasing importance to an increasing number of decision makers since the concept of 'sustainable tourism' was first officially acknowledged at the 1992 Rio Earth Summit.

Nowhere is the need to develop sustainably more obvious than in Europe. The continent is heavily populated, and developmental pressures (in the form of infrastructure and building expansion) on its natural resources are considerable. Additionally, it is a renowned destination for tourists, offering a virtually unrivalled diversity of scenic and cultural highlights, and the trend of increased tourism figures is set to continue into the foreseeable future.

Europe, therefore, has a strong requirement to link sustainable development into its regional and spatial planning policies. The two must go hand in hand, and successful implementation of this will involve concerted co-operation between stakeholders at all levels.

It is clear that at the dawn of the new Millennium, the Travel & Tourism industry is well placed to play its part in this equation as a genuine catalyst for sustainable development. Innovative, visionary organisations such as WTTC, CAST and IH&RA work tirelessly to ensure that governments and decision-makers increasingly acknowledge the industry's voice. Programmes, initiatives and measures are well established to turn theory into practice 'on the ground', and a particularly good example of this is the world-wide Green Globe programme. It is ideally placed to implement the mechanisms of local Agenda 21 for Travel & Tourism. In incorporating these principles, Europe can embrace the environmental and developmental pressures that it will face in the 21st century with a greater degree of flexibility, freedom and assurance.

In search of sustainability – A tour operator's view

Dr Wolf IWAND
TUI Tour Operator, Germany

Since mass tourism has been developed especially over the past three decades, it has undergone an almost incomparable explosion in growth. Growth in the past. Growth in the future. Growth in holidaymakers, hotel beds, transport capacities, airports, destinations, range of products, golf courses, marinas, theme parks, leisure centres, highways, but also growth in jobs, training, income, infrastructure; national parks and nature conservation areas, environmental standards, prosperity, standards of living and quality of life – thanks to tourism. Is it realistically possible to envisage the future at all without growth? How do we have to manage growth – sustainably?

January 1999, Madrid, FITUR (Feria Internacional del Turismo). Spain's 1998 tourism figures are greeted with something approaching euphoria by the media: records as never before. And even better the prospects: "Growth appears to be boundless". "No limits to growth in sight".

April 1999, New York. Government delegations from around the world met at the headquarters of the United Nations to hammer out a Programme of Action for the future development of tourism.

But while the majority in the sector speaks of growth, an increasing party speaks of sustainability – or more precisely, sustainable development.

Are these concepts, models, strategies, paths pursued congruent? Or are there some who are planning XXL capacities and oversized quantities while the others are downsizing: small is beautiful? Do some want MORE, MORE, MORE, bigger and faster and the others LESS, smaller and slower? Is this the critical formula – reduced to a single point: more or less, más o menos, plus ou moins? And if more, is this more also "added value" or "less value"?

But who in the end decides on the "what", which tourism, the "how much" the "when" and the "how"? The United Nations, the government ministers, the international civil servants, the bureaucrats, or those directly involved in tourism, the local communities, the mayors, the investors, the developers, the tour operators and travel agents, the tourism industry – small, medium-sized or large companies? Can there be a public-private consensus on a common "sustainable tourism order"?

What is needed is a comprehensive stock-taking and honest evaluation of the balance sheet of tourism: assets and liabilities, costs and benefits, the bottom line, the hour of truth. Is "made by TOURISM" a brand that is synonymous with lasting quality, durability, value and excellence? Or is "made by TOURISM" a warning, like those in cigarette packs, pointing to the visible and invisible consequences for the environment, nature and humans?

The answer to this question will decide whether tourism should ultimately be government regulated or deregulated, checked and subject to quotas, or whether it should be liberalised, and whether the tourism industry is far-sighted enough and has the strength of its own free will to embrace modernisation and innovation, whether tourism has the ability to implement sustainable change: "Changeability".

A surprisingly large number of tourism countries have large-scale master plans and almost surgically precise zoning regulations. Down to the required square meters of green area per bed. Planning tomes fit to keep hordes of landscape planners very busy. Plans which as impressive as they are and as extremely difficult it is to get them adopted by the politicians, are "adapted" to reach a political compromise as our experience has regrettably shown, according to the requirements of the market situation of the political parties, the legal system or tourism. But they do provide a basis for legal dispute – through all courts of appeal.

One result of such zoning regulations is the setting aside of nature-conservation areas of varying degrees of protection. For TUI these so designated areas of protection are highly significant touristic indicators for assessing the quality of nature and landscape in holiday regions. For example the 40.4% protected areas on the Canary Islands (on Tenerife the figure is even 48.6%) and 39.7% on the Balearic Islands. Compare that with the 8.4% in all of Spain, 2.7% in Switzerland and 11.9% in Germany, according to OECD statistics.

Zoning plans as such deserve a lot of respect and above all broad political support. But let us bring reality into the picture here, too. And this does not mean planned, controlled development, but, as regards the last twenty years: explosive growth (G) of contingents and numbers of holiday-makers. In the face of this, zoning (Z) has not been able to keep up. Even without scientific data, the carrying capacity (C) of tourism areas (regarding the providing of adequate infrastructure within the same time frame alone) must be regarded as overburdened. Critical analyses permit the conclusion to be drawn that an increasing "devaluation" (L = loss) takes place the more growth is achieved.

To pursue this metaphor, there is about a permanent and increasing inflation rate of our capital investment, nature and landscape. Once again: the many steps taken by the tourism countries to achieve planned development, which, regrettably, are for the most part completely unknown by the tourism business, deserve our undivided attention and support. But as long as the carrying capacity of each tourism region has not been definitely stipulated, politically adopted and strictly controlled, the consequences of touristic growth will be "out of sight".

There is one name that we simply must not forget when talking of procedures towards sustainable development in the tourist industry: Calvià. This is one of the oldest tourist communities in Mallorca and one of the most dedicated on the road to the future. Calvià has been the first town throughout the whole of the Mediterranean to be designated "Ciudad Sostenible Europa 1997" by the European Commission. This is in recognition of the particularly exemplary process of developing a Local Agenda 21 for Calvià and its implementation by the local townspeople, headed by the Mayoress, Doña Margarita Nájera, and the highly renowned tourism planner from Madrid, D. Fernando Prats.

Moreover, the whole process taking place by a tourist community like Calvià is recorded and communicated to all stakeholders and parties involved in a meticulous way, and in the Internet too.

What we are learning from this example is expressed in a splendid way in the "mission" of ICLEI, the "International Council for Local Environment Initiatives": "If you move your community, you can move the world!".

The WTO has provided us with very precise figures for the future in "Vision 2020". At TUI the "ecological objectives" under the heading of "sustainable development" reach provisionally to the year 2050. Maybe that this seems to you like pure "science fiction". It is not, because the most significant prognoses which we are currently studying with respect to their relevance for energy consumption or water supplies, the heating-up of the climate or CO2 reduction, etc. extend as far as 2050.

But what will the holiday world of 2050 look like? Just like it does now?

I would like to show you how a tourism model of the future might appear. As is fitting for a tourism forecast, our model is based on Majorca. The Majorcan guru (Axel Wnendt) shows us the year 2080. There is only one single hotel – on the Playa de Palma. But...it's the largest skyscraper on the planet, towering 2700 m, with 900 floors, two million beds, 2,000 inhouse swimming pools and giant slides 10 km long reaching into the sea – sponsored by TUI! This "wonder of the world" of the year 2080 is called "El Coloso". And the benefit? The whole island is once again a nature park, with the sounds and smells of indigenous flora and fauna, the beaches untouched like they were 200 years ago. The island returned to nature, its inhabitants and its traditions.

The new millennium is on everyone's lips. But our task is for the present. Therefore I want to describe tourism more down-to earth.

Anyone who uses the London Underground will be familiar with the insistent message to travellers repeated at each stop: "Mind the gap – between train and station". I have called my observations the "mind-the-gap warning" or "warning – ecological gap!" Gaps may be big or they may be small; we may even like them, but as a rule they are problematic, warning signs of product inadequacy, of strain or material fatigue.

I will give you two examples of rather critical gaps from the viewpoint of my work for the TUI Group. So, "mind the gap":

1. the ecological gap between customer expectations and experiences, and
2. the ecological gap between the private and public sector.

The ecological gap between customer expectations and experiences

Tourism is still most aptly described as the "three-S" industry: sun, sea and sand. And indeed, as a natural recipe it is hard to beat. But if one looks more closely, these three traditional basic expectations on the part of holidaymakers have long since undergone a change in line with ecological sensitivities, at least for experienced German holidaymakers who constitute the largest source market in the world. Today the three "S"s are:

- Security, including security from natural disasters such as Georges and Mitch, El Niño and La Niña, avalanches of snow and mud, floods and forest fires;
- Sanitation, i. e. hygiene for health, the things we value most for our well-being (especially in the areas of food, drinking water, water and waste disposal);
- Satisfaction, in relation to all the holiday dreams of happiness, beauty, freedom, adventure, "service" in nature that is there to be experienced and scenery that can be accessed – "back to paradise".

So to repeat it: Security, Sanitation and Satisfaction; Seguridad, Sanidad y Satisfacción; Sécurité, Installations sanitaires, Satisfaction. Those who fail now – and in future more so – to adapt their traditional product promises to these three new "S"s and to keep their advertising promises will lose customers. And that will be expensive! And how much greater the ecological gap could become if we do not continue to improve these three "S"s for the future, perhaps into Sustainability, Solar energy and Solidarity.

One very simple recommendation: Listen to the customers, keep them informed honestly and comprehensively: "tell them how it really is". TUI alone has 1200 pages of environmental information posted on the Internet: www.tui-umwelt.com and www.tui-environment.com. And users throughout the world visit these pages day after day in their thousands.

The ecological gap between the private and public sector

However one might argue about Total Quality Management TQM or Total Management Quality TMQ, the private sector, with amazing initiative, has taken up the theme of "ecological quality development". For competition-oriented hoteliers, transport companies, travel agencies, tour operators and their consultants and auditors, checklists, reporting, benchmarking, certification, labelling, purchasing and procurement decision-making, hazard analysis and critical control point HACCP through to ISO standards 9000 and 14000 are operational and strategic tools to be used to improve their performance, their eco-efficiency on a continuous basis.

The result: today the choice of holiday is made in the first place on the basis of brand-name hotels, brand-name tour operators and brand-name carriers. Customer satisfaction can be demonstrably and successfully managed: by the private sector!

The destination, on the other hand, or more accurately the holiday resort, is in danger, through the passivity and ignorance of the public sector, of being left at a disadvantage. A "local" quote sums up the position well: "Lets be rich first and clean up later". In our regular evaluations of questionnaires completed by customers, staff and experts on holiday satisfaction in relation to ecological aspects, most holiday hotels today receive good or very good marks, whereas the destinations as holiday regions are rated only satisfactory to adequate and the holiday resort receives critical to highly critical ratings. The successful (environmental) quality standards applied by holiday hotels split the market into winners and losers. "Where something is offered is becoming increasingly unimportant; what is more important is what is being offered, how, by whom and at what price. "Made in" is being replaced by "made by". The choice of destination, whether region or resort, has thus merely become the chance outcome of the choice of the right quality hotel and most appropriate "isochrone", the time zone for travelling: three hours, five hours, eight hours, 12 hours.

The destinations, underdeveloped in comparison with the hotels therefore become virtually interchangeable. But precisely this fact can become a location handicap, and ecological destination risk that also affects the quality hotels. Thus it is not simply a case of the hoteliers needing TQM. There is also an urgent need for "DQM", ecological "Destination Quality Management". And this is not a matter of advertising campaigns: it is case of systematic infrastructural improvements to safeguard ecological quality and set a value on landscape and nature. One decisive element of this is that it is important – particularly in bad or difficult times – to work more intensively on fostering and strengthening partnership with the destinations. Good and trustful relations with the destinations are a must.

In recent years one operational term has become the benchmark for those working in the tourism industry and holidaymakers alike: "quality". Now a strategic term is starting to build up a name for itself: sustainable development, sustainable tourism.

Sustainable development in tourism cannot be achieved by political institutions nor by regional / spatial planning officials. It can only be achieved collectively, step by step. For this we need strong and credible "ecological alliances". Planners and tour operators are suitable partners for this process. But more than that, we need the people in the destinations as partners: decision-makers, service providers, NGOs and local communities. Only with them, only together can "made by TOURISM" become a worldwide label for quality and the leitmotiv of sustainable development.

TUI's practical activities in working for the sustainable development of tourism

- reducing environmental impact by boosting eco-efficiency – in energy consumption, water consumption, land use and nature use – in thousands of holiday hotels. TUI's own hotels play a pioneering role here ;
- integrating environmental quality standards and social standards into total quality management concepts and actively implementing them ;
- supporting a graduated policy of conserving nature and landscape in holiday regions, with firmly defined regulations on how to protect and use them. TUI uses the number of protected areas in each region as one of its key ecological criteria for determining the quality of holidays ;
- supporting and promoting holiday regions as candidates for recognition as UNESCO biosphere reserves: Menorca, Lanzarote and Coto Doñana are positive examples.
- supporting measures to restore overused holiday zones to nature, including measures for "restoring value" by a strategy of "protection through use". This combines nature protection and adding economic value through compatible ways of utilising the areas ;
- supporting communities and regions – such as Calvià in Mallorca, the Alps and the Caribbean – in implementing the development programmes, according to strictly controlled master plans ;
- supporting all measures that help provide the sensible management of visitors such as controlling their flow and regulations on the appropriate numbers for particular areas at any one time ;
- cooperating and participating with all those involved in tourism – tour operators, carriers, service providers, public authorities, environment associations/non-governmental organisations and the local populace – in common projects and "round tables".

Considering financing plans and assistance jointly with such institutions as the World Bank, the Global Environment Facility and the European Commission and with the public and private sectors (e.g. public/private partnerships).

TUI Environmental Criteria for DESTINATIONS 1999

Suggested points of interest for environmental reporting: (please also submit, as available, photos, press clippings, documentation, reports by environmental groups, videos)

1) Bathing Water Quality and Beach Quality

Assessment of bathing water quality (= sea, lakes, rivers) and beachbanks quality (on the basis of official documents and visual and odour assessment)? European Blue Flags? (designations)? Are water analyses conducted regularly? At how many sampling points? Any special points of interest? European Blue Flags? Beaches clean and well-kept? If polluted, by what/whom? Method of beach cleaning? Responsibility for beach cleanup? Regular waste collection? Trolleys, showbags? Bans on cars and dogs? Natural beaches worthy of protection? Protection of beach and dune zones? Artificial beaches? Mortars? Coastal erosion? Other special points of interest? Future perspectives? Important contact persons?

2) Water Supply and Water Saving Measures

Source of drinking water (ground water, springs, dam, sea water desalination, etc.) and capacity? Cost of 1 m³ water? Water consumption per capita and day? Quality/treatment of drinking water? Regular monitoring? Are water saving measures implemented? Are there national/regional/local awareness campaigns for the public and/or tourists? Measures to reduce groundwater consumption by re-use of treated waste water? Government subsidies for water saving measures? Other special points of interest? Future perspectives? Important contact persons?

3) Waste Water Disposal and Waste Water Utilization

Public sewer system? Sewage plants (technologies used, capacities, number, location)? Cesspools and further treatment? Other forms of sewage treatment? Where exactly is the (treated) waste water discharged? Is treated waste water (%) re-used (e.g. in agriculture, on golf courses, green spaces, in parks, gardens, etc.)? How and where are the sewage sludges and residues disposed off? Other special points of interest? Future perspectives? Important contact persons?

4) Waste Disposal and Waste Avoidance

Waste disposal plant? Regular waste collection services (by whom, how often)? Fees for/cost of garbage removal? Amount of garbage per capita? Locations, number and types of controlled landfills and/or waste incineration plants? Uncontrolled rubbish dumps (where)? Separation of different types of waste? Recycling possibilities or composing in the destination (public/private)? Treatment of hazardous wastes? Are there national/regional/local waste avoidance awareness campaigns for the public? Other special point of interest? Future perspectives? Important contact persons?

5) Energy Supply and Energy Saving Measures

Type of energy generation (which source of energy)? Cost of 1 kWh of energy? Utilization of renewable sources of energy? kWh: percent of total (wind, solar, biogas); Layout plan? Are there energy saving measures? National/regional/local awareness campaigns for the public and/or energy saving programmes and measures? Other special points of interest? Future perspectives? Important contact persons?

6) Traffic, Air, Noise and Climate

Impairment of air quality by industry, traffic, or incineration of wastes? Are air quality analyses conducted regularly? With what results (if available)? Measures to ease the traffic load (traffic control, contingents, park & ride, public transport)? Traffic calming or car-free zones? Measures to reduce noise (traffic, air traffic, machinery, building sites, public facilities)? Noise protection systems? Indications for or noticeable impacts of climatic changes? Unusual dry spells, rainfalls, weather phenomenon? Other special points of interest? Future perspectives? Important contact persons?

7) Landscape and Buildings

Scenic features? Landscape conservation? Agriculture? Forestry? Golf course construction? Are there green areas, parks, public amenities? Regional or land use planning? Local development plans and regulations? To what extent are these implemented and observed? High building density on the coast? Extreme sealing of surfaces? Urban planning? Environmental Impact Assessment for construction projects? Architecture blended in with landscape? Other special points of interest? Future perspectives? Important contact persons?

8) Nature Conservation, Species Preservation, Animal Protection

Nature reserves? Percentage of protected areas? National parks? UNESCO World Natural Heritage? Biosphere reserves? Data on biodiversity? Marine flora and fauna? Protection of vegetation? Soil erosion? Flood hazards? Forest fires (and preventive/control measures)? (Re-)afforestation? Particular animal protection problems? Animal and species protection activities? Are there animals and/or plants in the destination area that fall under the provisions of the Washington Convention on Trade Endangered Species (CITES)? Are there national/regional/local awareness campaigns for the public and/or tourists on protected species (if such species exist in the destination area)? Other special points of interest? Important contact persons?

9) Environmental Information and Environment Related Supply

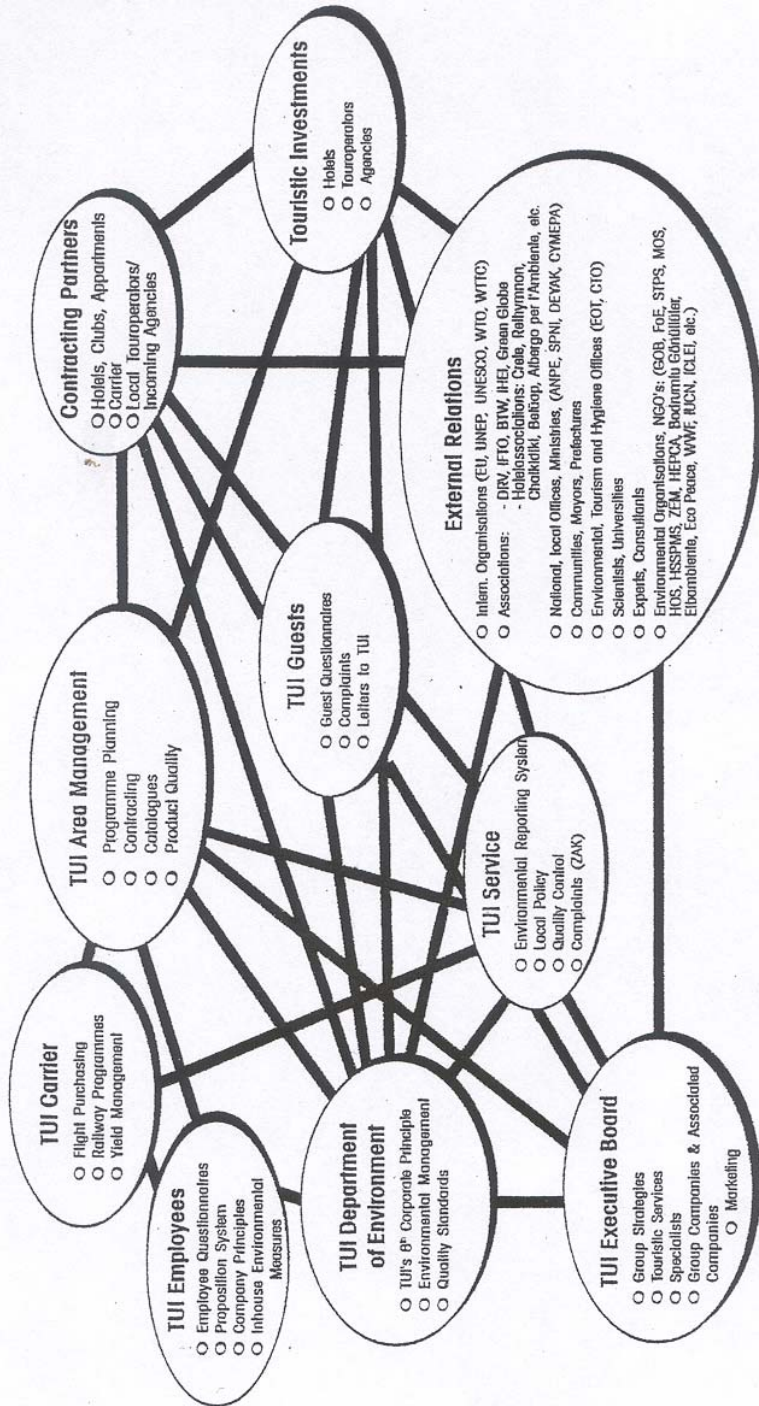
Information material of national/regional/local information centres (e.g. municipalities, environmental authorities, health authorities, etc.)? Notices, posters, etc.? Guided tours, excursions, courses? Educational or hiking trails? Bicycle tracks, hire? Regulations governing jeep safaris? Cars with catalytic converters for hire? Unleaded petrol available? Are there problematic holiday activities offered (e.g. jet skiing, water scooters, sale of souvenirs, etc.)? Other special points of interest? Important contact persons?

10) Environmental Policy and Activities

National/regional/local environmental policy? Development of a (local) AGENOA 21? Environmental protection laws? Tourism master plan? Measures for sustainable tourism development? Willingness of authorities to provide information and make errors? Environmental assessment? Environmental impact assessment? Environmental protection measures in media, reports? Environmental awareness and behaviour at the public/cultural/religious events? Environmental education? Environmental composition/forums? Environmental seminars? Environmental projects? Environmental conferences? Co-operation between private and public sector? Environmental certification for hotels and industry? Other special points of interest? Important contact persons?

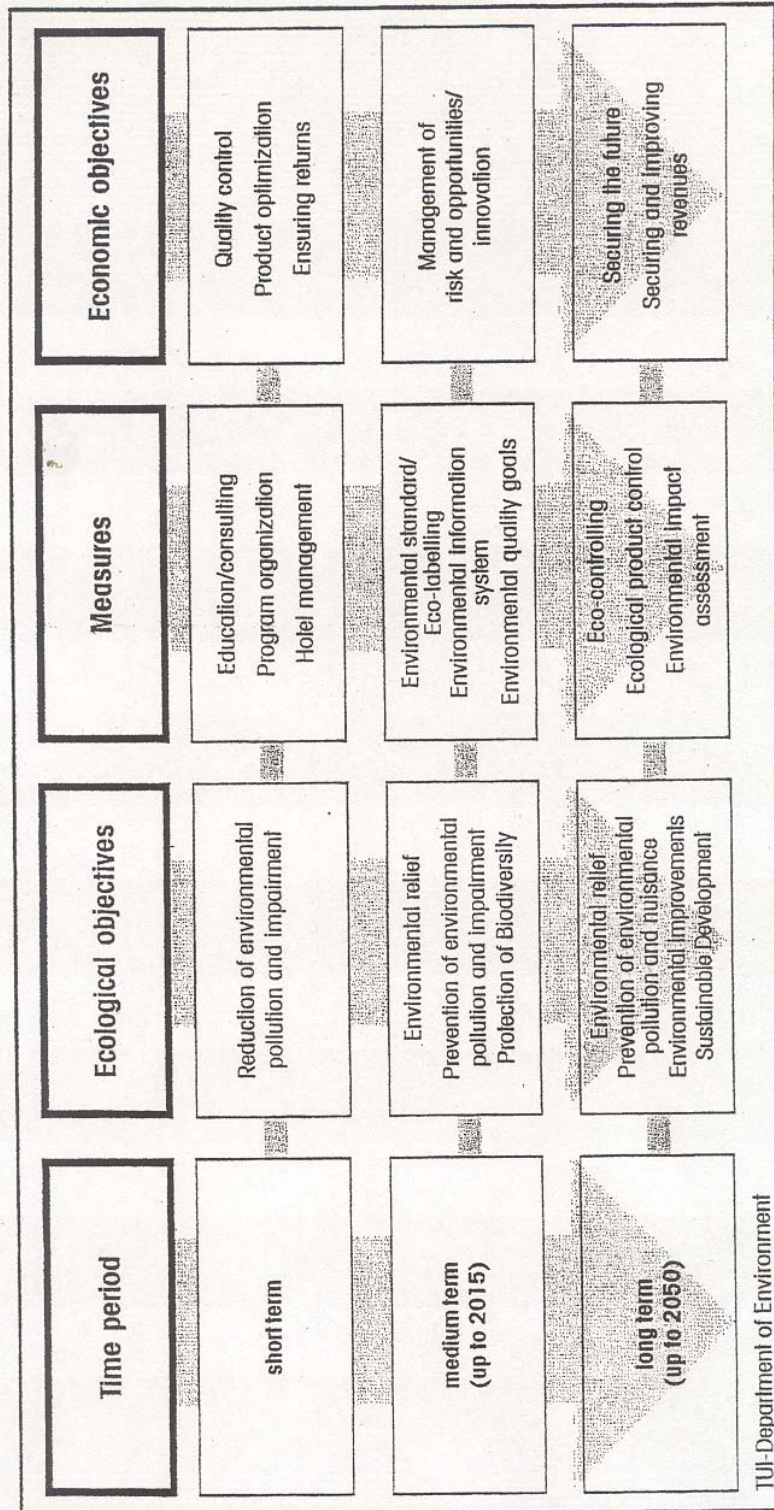


Organisation of the TUI Environmental Network (TEN!)



02/11/1997

TUI's Ecological Strategy Planning Objectives



TUI-Department of Environment



TUI Environmental Criteria

Destinations	Accommodation	Transportation
<p>Criteria for TUI Environmental Reporting</p> <ol style="list-style-type: none"> Bathing water Quality and Beach Quality Water Supply and Water Saving Measures Waste water Disposal and Utilization Waste Disposal and Prevention Energy Supply and Energy Saving Measures Traffic, Air, Noise and Climate Landscape, Built Environment and Building Density Nature Conservation, Species Preservation, Animal Protection Environmental Information and Environment Related Supply Environmental Policy and Activities 	<p>TUI Environmental Checklist for Hotels, Clubs, Holiday Apartments</p> <ol style="list-style-type: none"> Hotel operations <ul style="list-style-type: none"> Waste-water treatment Waste Disposal Water economy measures water supply Energy Supply and Energy Saving Measures Consumption Figures Purchasing/Provision Food & Beverages Department, Health and Hygiene Training of Employees Architecture and Building Materials Noise protection in/at hotel Gardens of hotel Pool Area Location and immediate surroundings of hotel grounds Seawater Quality in Hotel Surroundings Beach Quality in Hotel Surroundings Environmental Information and Offers Environmental Activities 	<p>Aircraft, Train, Bus, Ship</p> <ol style="list-style-type: none"> Energy Consumption Pollutant Noxious Emissions and Noise Emissions Land Exploitation and Surface Sealing Service Engineering: Maintenance of Equipment and Route Services Catering and Waste Management Environmental Information for Customers Environmental Guideline and Environmental Reporting System Environmental Research and Development Environmental Cooperations; Integrated Traffic Concepts Specific Data: Type of Equipment, Engine, Age

Conclusions of the session chair

Mr Welf SELKE

President of the Committee of Senior Officials of the European Conference
of Ministers responsible for Regional Planning (CEMAT)

The examination of the key trends in tourism development clearly demonstrate that tourism, and in particular, international tourism, has been and will remain of the faster-growing sectors of the economy in Europe.

Tourism has the powerful economic, social and ecological contribution and potential; it will provide positive effects by increasing the number of jobs, boosting economic development in Europe in general, and in European peripheral regions, in particular, increasing global GDP revenues.

The prospected ongoing pace of growth signifies a major challenge to the sustainable development of tourism. Some of the key elements, which will be necessary for further sustainable tourism development, have been identified by the speakers:

- there is a need for increased international co-operation in this area, including exchange of successful experiences of sustainable tourism development, which will assist national government and local administrations in improving their environmental and socio-cultural performance vis-à-vis the tourism sector;
- financial report is needed for setting up environmental monitoring systems allowing the tourism administration of recipient countries to regulate more effectively the performance of private operators in relation to the environment;
- the right strategy for tourism includes three keys to success: competitiveness, quality and environmental sustainability; quality of tourism services on offer in Europe must be based on integrated quality management in tourism;
- sustainable development in tourism can only be achieved collectively, in “ecological alliances” between political institutions, regional/spatial planning authorities, tourism service, providers, NGOs and local communities.

In incorporating these principles, Europe can embrace the environmental and developmental pressures that it will face in the 21st century with a greater degree of flexibility, freedom and assurance.

2nd SESSION

**Striking a balance between tourism
and sustainable spatial development**

2^e SEANCE

**Pour un équilibre entre tourisme
et développement durable du territoire**

Sustainable tourism in coastal areas and islands: opportunities, challenges and policies

Mr Ivica TRUMBIC
Mediterranean Action Plan
United Nations Environment Programme (UNEP)

Introduction

As it has already been mentioned on a number of occasions, tourism is to date one of the most important, if not the most important, world economic activity with a very fast growth rate (5% p.a.). The number of tourists is expected to rise from 594 mill. in 1996 to 700 mill. in 2000, and to 1 bill. in 2010. These facts are of particular importance for the Mediterranean region, which is still being the most developed and frequently visited tourist region in the world, mostly owing to the unbeatable combination of its favourable geographical location, cultural heritage, history of civilisation, social and ethnic variety, as well as to a relatively good quality of its natural environment. The share of tourism in GDP of particular countries in the region is high, i.e., 8% in Spain, 7.5% in Tunisia, 7% in Greece, 22% in Cyprus, 24% in Malta etc. (Chabason, 1999). According to scenarios of the Blue Plan, tourists number in the region could increase from 117 mill. in mid 80's to 140-180 mill. in 2000, and to 175-340 mill. in 2025. On the other hand, because of the number of negative indicators, these dynamic figures should not deceive. In that respect, we should be aware of the following: regional tourism is spatially unequally located, and concentrated (it varies from zones of high saturation to zones where it is completely non-existent, whereas in terms of space, both categories occupy large areas); there are enormous differences in relation to tourist income among particular countries (only Spain, France and Italy are still disposing of 80% of the regional tourist income); and, finally, there are diametrically opposed development expectations among tourist countries in the region (from the intentions to limit tourism growth to raising hopes that tourism development is the only development opportunity).

However, opportunities, as well as challenges for tourism development (not only in the Mediterranean), lay, above all, in the fact that tourism is mainly concentrated, and, therefore, inherent to the coastal areas and islands. These areas comprise ecologically the richest but, also, the most sensitive natural systems. Also, it is obvious that there are significant limitations in relation to tourism development in these areas, and that sustainable development of tourism could only be ensured through the reasonable management. Due to this fact, sustainable tourism is one of the concepts most frequently mentioned in the relevant discussions. However, hopes laid into its "abilities" are so great, that its status as the "panacea" for many tourism related problems could disguise many challenges and dangerously reduce its opportunities in solving the tourism problems.

Tourism in coastal areas and islands

Coastal areas are considered as the most valuable parts of the national territory, either with regards to their natural and ecological qualities, or to potentials for the development of economic activities. Therefore, it is not strange that population has always been attracted by coastal areas, that resulted in the creation of densities above the national average. In all political systems and historic periods, coastal areas have always been an integral part of the global world system. In physical terms, the term “coastal” is, in the majority of cases, defined as “a sea-land interface”, or “a place where land, water and air meet”. The area important for the development of tourism is conveniently divided into “a coastal zone” and “a coastal area”.

The “coastal zone” is most frequently defined as “a land affected by its proximity to the sea and that part of the sea affected by its proximity to the land”, or, in other words, the area where the processes, which depend on the sea-land interaction are the most sensitive. This particularly concerns the narrow coastal belt, which is most attractive for humans and is characterised by high concentration of human activities. The coastal belt includes the terrestrial and sea part, whereas transit areas, such as swamps, lagoons, estuaries, etc. are of extreme importance. The boundaries of the coastal zone should be determined with most accuracy since management measures applied to this territory are based on an extremely strict regime.

The “coastal area” is geographically broader than the coastal zone, the borders of which require a less strict definition. This notion indicates that there is a national or sub-national recognition that a distinct transitional environment exists between the ocean and terrestrial domains. The coastal area includes in most cases all terrestrial ecosystems (specially protected areas, river basins) and territorial sea up to 12 nautical miles, in the ocean domain. This notion is of extreme importance for spatial management. Many processes, be they environmental, demographic, economic, or social, actually take place within the boundaries of the coastal area, with their extreme manifestations being most visible in the area of coastal zone (UNEP, 1995).

Islands, in particular the majority of Mediterranean islands, belong to a special category of coastal areas. Above all, because of their small surface and because islands are from all sides surrounded by the sea, in many cases, the entire islands can be treated as coastal areas. “Isolation” is their basic development characteristic, while the numerous specific and particularly sensitive ecosystems limit considerably their development options.

Sustainable tourism development

Definitions of sustainable tourism development are numerous. Many of them are emanating from the basic definition of sustainable development, which was proposed by the Brundtland Commission and supported by the UN Conference on Environment and Development.

According to the Committee of Ministers of the Council of Europe (1995) sustainable tourism development pertains to all forms of development and management of tourist activity that respect the environment, protect for a long-term natural and cultural resources, and are socially and economically acceptable and equitable. Similarly, sustainable tourism development is also defined as a development which

“...meets the needs of present tourists and host regions while protecting and enhancing opportunity for the future. It is envisaged as leading to management of all resources in such a way that economic, social and aesthetic needs can be fulfilled while maintaining cultural integrity, essential ecological processes, and life support systems.” (Council of Europe, 1997).

Similarly, Blangy (1997) defines sustainable tourism as “

... any form of development, provision of amenities or tourist activity that emphasises respect for all and long-term preservation of natural, cultural and social resources and makes a positive and equitable contribution to the economic development and fulfilment of people living, working and staying in these areas.”

Also, Thibal (1997) claims that sustainable tourism is

“... based on the enhancement of natural, cultural and social resources with the dual aim of improving the standard of living and quality of life of local residents, while satisfying the expectations and the needs of visitors, and preserving natural habitats and cultural identities for future generations.”

And finally, Ashiotis (1995) could be mentioned in that context who suggests that sustainable tourism should

“...guarantee the integrity of all non-renewable resources, while remaining economically viable in an increasingly competitive international market.”

It is typical of the above, and many other definitions, that although formally correct, they have not made a very significant step forward from the standard definition of sustainable development. All they do is to add some of the specificities of tourist activity to that standard definition. Actually, they only marginally alter those three basic requirements resulting from the Brundtlandt and UNCED definitions: the integrity of ecosystems, economic development, and equity within and between generations. This makes them only partially acceptable.

Travis (1994) gives a slightly more focused definition being closer to problems related to tourism activity. According to him, sustainable tourism is

“...all forms of tourism development, management, and activity which enable a long life for that cultural activity, which we call tourism, involving a sequence of economic tourism products, that are compatible with keeping in perpetuity the protected heritage resources, be it natural, cultural or built, which give rise to tourism.”

Similarly, Middleton (1998) says that sustainable tourism

“... means achieving a particular combination of numbers and types of visitors, the cumulative effect of whose activities at a given destination, together with the actions of the servicing business, can continue into the foreseeable future without damaging the quality of the environment on which the activities are based.”

Both types of definitions remain focused, almost sectorally, on tourism management related issues. That is why an example presented by the Working Group on Tourism of the Mediterranean Commission for Sustainable Development (MCSD) could be considered as interesting one, and possibly a step in the right direction. Tourism has been chosen as one of the priority themes of MCSD and the Group is soon expected to propose recommendations for tourism activity in the Mediterranean. There is no definition of the sustainable tourism in any of the commission's documents. But the changes in the title of the theme the Group is to elaborate are indicative. Initially it was to be “ecotourism”, later it has been changed to “sustainable tourism”, with the explanation that ecotourism is only a small segment of tourist activity. And finally, the title “Tourism and Sustainable Development in the Mediterranean Region” has been accepted. It is obvious that the intention of MCSD is to integrate tourism into a wider area of sustainable development management (Blue Plan, 1998). Following that, tourism, even if

sustainable one, cannot be discussed outside of the context of the integrated development of all the activities being important for sustainable development in a particular area. Neither economic sustainability, nor ecological sustainability, nor tourism sustainability, nor any other can be discussed separately. Therefore, proposals for sustainable tourism to be developed irrespective of whether the other, interrelated, segments are to be sustainable or not is inappropriate (Hall and Lew, 1998). And this has been particularly valid for tourism in coastal zones and islands, due to its crucial dependence on other activities.

Integrated coastal area management

Population pressure, particularly the growth of urban areas, combined with the rapid expansion of industry and tourism in coastal areas and extensive exploitation of marine resources has created a world-wide concern about sustainable development of these areas and their natural and environmental resources. Coastal resources are used and exploited for urbanisation, industry, tourism and recreation, fisheries and aquaculture, energy production, and transportation. These sectoral activities produce combined environmental impacts resulting in marine pollution, air pollution, loss of marine resources, loss of natural land resource and land degradation, destruction of historic and architectural heritage, loss of public access to the coast, noise and congestion.

In the areas designated for tourism, as demand rises, coastal user conflicts increase and greater stress is placed upon the environment on which it depends. The impacts of tourism and recreation are similar to those of urbanisation and settlement, but have some particularly problematic characteristics. Irreversible physical impacts of development may cause damage to the very resources that attract visitors, such as fragile ecosystems, vulnerable visual landscapes and valuable historic and archaeological sites. It is not rare to find that specially valued ecosystems are destroyed to provide sites for tourist development.

The generation of effluents is highly seasonal; the provision of treatment facilities adequate for the large influx of tourists for a relatively short season has often been regarded as uneconomic and unjustified by coastal communities. The number of people per unit area is generally greater in tourist areas than in non-tourist areas of similar size, and so as a result the impacts are more concentrated. Also, biodiversity reduction, resource depletion, and human health problems may result from the accumulated environmental effects of tourism.

The evidence shows that governmental policies to reduce or arrest coastal degradation have produced only limited results. Policies have been based on the sectoral approach and therefore failed to take into account the overall impact of coastal development on resources. Because of the sectoral approach preventive policies were difficult to develop and usually ineffective. In a few areas, where relatively high levels of co-ordination between sectoral policies were achieved, coastal resources were managed in an efficient and environmentally acceptable way. It is now generally accepted that coastal systems are far too complex to be managed through independent sectoral policies. Rather than being transferred from one sector to another, from one region to another, or from one source to another, the existing, as well as potential problems should be viewed and resolved within a comprehensive environmental, social and economic management framework.

It is widely acknowledged that integrated coastal areas management (ICAM) is required to lay the foundation for sustainable development, which will reduce or eliminate pollution, rectify other impacts, and prevent these occurring in the future. UNEP Guidelines for ICAM in the Mediterranean Basin, prepared by the Priority Actions Programme Regional Activity Centre (PAP/RAC) of the Mediterranean Action Plan (MAP) define ICAM as a continuous, proactive

and adaptive process of resource management for environmentally sustainable development in coastal areas. Fundamental to ICAM is the comprehensive understanding of the relationships between coastal resources, their uses and mutual impacts of development on the economy and the environment. These relationships need to be understood and expressed not only in physical and environmental terms, but also in economic and institutional terms. ICAM is not a substitute for sectoral planning, but focuses on the linkages between sectoral activities to achieve more comprehensive goals. As coastal resources are used simultaneously by the different economic and social sectors, integrated management can only be accomplished when all these uses, users and relationships are clearly known. ICAM should focus on facilitating horizontal and vertical dialogue, agreements and compromises between all parties involved in the use of coastal and marine resources. It is a participatory process that involves strategic planning that considers local values, traditions, needs and priorities to define overall priorities and objectives for the development and management of coastal areas (Trumbić, 1994; UNEP, 1995).

There are several characteristics of the ICAM process being important, firstly, as typical just for this process of coastal planning, and, secondly, as considerably essential for the main theme of this seminar: link between sustainable development of tourism, and regional and spatial planning. They could be shortly addressed as follows:

– ICAM is basically a process of integrated resource management. Resource management may be defined as a conscious process of decision making whereby natural and cultural resources are allocated over time and space. This allocation aims to optimise the attainment of stated objectives of a society, within the framework of its technology, political and social institutions, and legal and administrative arrangements (Rees, 1990). The process of integrated resource management does not imply making each activity possible or fulfilling every interest. Taking into account the limitations of coastal area, such an approach would definitely result in conflicts. Integrated resource management, as well as the ICAM process, implies the determination of priority issues. Tourism planning, especially when it is meant to be carried out on a sustainable basis, should fit within the above management framework. This means, among others, that a certain area suitable as it may be for the development of tourism, can not be utilised as a whole to carry out tourist activity only, to the detriment of other activities, as well as that an adequate balance should be ensured so as to satisfy the various interests of a community.

– ICAM also has a clearly marked spatial component, that is a land-use planning component. In coastal areas management, a very particular and, at the same time, a very specific area is dealt with, which has to be planned in a sustainable way so as to cause the minimal possible environmental damages. The land-use planning is one of the most powerful instruments to be used for the fulfilment of the above requirements, making environmental protection and preservation, as well as sustainable development possible. Sustainable tourism, or tourism for sustainable development, should be regulated through land-use planning.

– A question of scale is also important in ICAM. Since the coastal area and islands are “host” to numerous ecosystems, it is recommended that these systems be completely included within the boundaries of the planning coastal area. Many ecosystems are surpassing the boundaries of the coastal zone or its immediate hinterland area, overflowing to the larger hinterland area, sometimes quite far from the coastline. It has been generally agreed that by extension of boundaries, the coastal region area becomes an optimal scale for coastal planning, since it then includes all the major ecosystems in their entirety. Besides ecosystems, many other technical systems are planned best at this scale (transportation, energy, waste water discharge, industrial systems, etc.). Since tourism is dependent on many of these systems, its planning should also follow the rules of the regional developmental and land-use planning.

– And, finally, carrying capacity should be addressed as a concept very often applied to land-use planning, and recently also to tourism planning. The concept is of importance also for ICAM, because coastal areas and islands characterised by their limited space and other natural resources, and, in some cases, human capacities can not be fully utilised for the development of many activities, including tourist activity. Although this concept is relatively controversial (Hall and Lew, 1998), it should be accorded some attention. It would be wrong to attach to it the magic capabilities, or to expect that its utilisation would result in very precise figures with regards to a possible number of tourists in a particular area. The method to assess the carrying capacity is inherent to ICAM as it includes a number of mutually integrating development variables. The indicative parameters obtained by this method may be of extreme importance in tourism planning. The PAP/RAC developed a methodology for the preparation of case studies for the carrying capacity assessment for tourism, which has already been tested on several locations in the Mediterranean (PAP/RAC, 1997).

There has been a large number of initiatives to launch ICAM programmes, plans and projects in the region. Within MAP, following PAP/RAC's initial implementation of four Country Pilot Projects (1986-89) in Croatia, Greece, Syria and Turkey, MAP and PAP/RAC later on supported the preparation of a number of coastal area management plans through their Coastal Area Management Programmes (CAMPs). The Mediterranean Environmental Technical Assistance Programme (METAP) was initiated by the World Bank (WB) and the European Investment Bank (EIB) in partnership with the European Union (EU) and the United Nations Development Programme (UNDP) with a mission to mobilise grant funding to assist Mediterranean countries, particularly those of the southern and eastern rim, to prepare policies, programmes and investment projects that effectively address constraints to environmentally sustainable development in the region. In addition to MAP and METAP, there has been a number of other initiatives in the Mediterranean region which are focused on the achievement of sustainable development in coastal areas. These initiatives range from national programmes and projects to bilateral and multilateral actions (European Union, various international programmes as assistance to different countries, NGOs, other international organisations, etc.). In conclusion, significant levels of resources have been mobilised in the last twenty years from the international donor community and the nations bordering the Mediterranean to shed light on the underlying nature of environmental problems in the region, and to develop strategies at both the national and regional levels to combat these problems.

Many of the above projects share several things in common, out of which two will be emphasised: (1) they were mostly generated as a spatial/land use planning initiatives to regulate coastal areas, and (2) in many of these initiatives the development of tourism, or sustainable tourism, was the underlining theme and the main triggering factor. Several relevant examples from the experience of MAP and MCSD will be briefly presented below: The Carrying Capacity Assessment Study for the Island of Rhodes (Greece), The Coastal Zone Management Plan for Albania, and the proposals for the Working Group on Tourism and Sustainable Development of the MCSD.

Carrying Capacity Assessment Study for the Island of Rhodes

The Carrying Capacity Assessment (CCA) study was prepared for the central-eastern part of the island of Rhodes. It is a part of the island with about 30% of the area and about 20% of the population (majority of the population lives in the nearby city of Rhodes). In the island itself over 40% of the active population is employed in tourism, catering and transport. Some thirty years of the tourism development on Rhodes has created saturation in the northern part of the island. In the time of the preparation of the study (1992), due to the prohibition to build in the saturated parts of the island, most of the tourism building activities were focusing upon the central-eastern part of Rhodes, particularly in the coastal area between the settlements of Afandou and Lindos.

The procedure has been harmonised with the adopted methodology of CCA (PAP/RAC, 1997). First, the tourist profile of the island of Rhodes was analysed, with special reference to the trend of building accommodation provisions, and oscillations in the total number of tourists and of overnight stays. The analysis followed the role and participation of tourism in the economy of Rhodes, including the population structure, employment and income by sectors and by geographic areas of the island. Also, an analysis of the resource base of the area, as well as the land use structure was made. Finally, environmental effects of intensive tourism development were analysed.

Second, a development programme was created with proposed spatial distribution of tourism capacities by tourist zones. After that, carrying capacity was calculated. The main dilemma faced was how to reconcile two diametrically opposed development alternatives: a strong pressure by investors to be allowed in this zone, and the hopes to place this zone under a regime of strict protection, or, at least, to limit effectively any new building there. The physical elements of carrying capacity allowed for a comparatively strong new development, and the analysis of the economic and socio-demographic situation led to the conclusion that there were no obstacles to developing tourism in this zone. But, other factors such as overall touristic development in the region, structure of the tourism product and the income generated, pressed for a more modest proposal for carrying capacity. The figures were presented and ranges showed what are the possible capacities. At the later stage of the study, more detailed categories of accommodation were presented, and some localisation done. The results of the study were used as an input in the preparation of the Integrated Planning Study for the Island of Rhodes (prepared within MAP/CAMP), and for the Master Plan of the Island (PAP/RAC, 1993).

The above presented concept of the carrying capacity is not static as it would probably be if set by physical or ecological constraints. Because a large number of environmental, spatial, and socio-economic variables are integrated within the procedure, their values change over time and, give different results in different periods. But as it was said before, CCA is an indicative technique, which could be valuable for spatial planning. It represents a significant step further from calculations based on simple formulae for density optimum, beach area and width, so much used in the past but rejected today in favour of the approach that looks at the economy and culture of the island and assesses its ability to absorb further large increases in visitor numbers (ENVIREG, 1994).

Coastal Zone Management Plans in Albania

The plans have been prepared through the METAP programme of the World Bank, European Union, UNDP and European Investment Bank (for the northern coastal region, from Montenegro border to Cape Rodonit, and southern coastal region, which is the area between Karaburuni peninsula and the Greek border) and through MAP Coastal Area Management Programme for Albania (for the central region between coastal cities Durres and Vlore). The METAP and MAP activities were carried out in the period 1994-96.

A certain number of issues triggered the launching of the process of ICAM in Albania. In addition to the issues and related tasks defined in the environmental strategy Study and National Environmental Action Plan, among other, the prominent one was the need to implement an strategy for tourism development in coastal areas. It was also one of the goals of the plan, i.e. to promote the expansion of Albania's coastal and marine-related tourism. The task proposed by METAP, and also accepted by MAP was to concentrate on three major issues: biodiversity and environmental protection; tourism, conservation and cultural heritage; and institutional capacity building; and integrate them.

Tourism was recognised as an important source of foreign exchange. Given the collapse of industrial activities, and the relatively good health of the remaining natural environments, environmentally based tourism, that is not only sensitive to coastal and marine habitats but which also embraces their quality, is the most viable development option. Linking tourism with nature conservation, through establishment of protected areas, not only provides an incentive for environmental standards for facilities but also ensures that large areas of nature are protected.

Spatial planning was selected as the major tool to create conditions for the tourism development in Albania. This intervention was undertaken in two phases. The objective of the first phase was to outline the strategy for tourism development based on the sustainable utilisation of coastal resources.

For all three regions coastal profiles were prepared, containing an analysis of the socio-economic situation, man-made and natural resources, and definition of the environmentally sensitive areas. For each region proposals were given at several spatial levels (zone, area or site), depending on their importance. Proposals at the zone level included the analysis of the tourism investment opportunities, infrastructure and cultural heritage opportunities. Spatial tourism development strategy was proposed for each region, including the hierarchy of tourism centres. For the three spatial levels proposals for the follow-up planning and management were given, including the system of land use planning in each region. The action plan for each region was the end result of the first phase. It had two major components: (1) the investment programme, including description of each project, timing and cost, and (2) the list of priority areas to be developed in more detail in the second phase of the CZM process (Trumbic, 1994; PAP/RAC, 1994; PAP/DMI, 1995a; PAP/DMI, 1995b; PAP/RAC, 1996).

The second phase, due to financial and institutional reasons, was carried out only for the METAP programme. Three priority areas with the highest tourism potential were selected: Velipoja in the north, and Karaburuni peninsula and the Saranda-Butrinti area in the south. For each of these areas, a detailed resource inventory was made and precise master plans prepared. Unfortunately, due to the subsequent events in Albania further activities, understandably ceased. However, in spite of that there is a continuous flow of information that there are interests in developing the Saranda-Butrinti area which is very important archaeological and conservation site.

Proposals for the Mediterranean Commission for Sustainable Development

It is interesting to see how the links between sustainable tourism and spatial and regional planning are considered at a regional Mediterranean level. An example of the MCSD's work will be instrumental in this respect. The MCSD's Working Group on "Tourism and Sustainable Development in the Mediterranean Region" is established with the assistance of the Mediterranean Action Plan (MAP) to deal with one of the highest priority issues in the region. During a two year period of its work, a number of expert meetings and workshops were convened. Besides MCSD members, all the stakeholders have also been included in tourist activity (tour-operators, hoteliers, experts from the international professional organisation, NGOs etc.). Tourism development has been placed within the context of the sustainable development in the region, while tools for its implementation are largely emerging from the integrated approach to land-use planning, in particular in coastal areas and islands. The proposals for conclusions and recommendations of the Working Group, adopted in Antalya (Turkey) in 1998, to be discussed and adopted at the forthcoming meeting of MCSD in Rome, illustrate the comprehensiveness and integrability of such approach, namely:

1. Need for training, information diffusion and awareness raising (establishment of network of professionals, circulation of a "white paper" on the situation, publishing of guidelines and handbooks on good environmental practice, observation networks for the impact of tourism).
2. Establishing of financial mechanisms enabling the tourist sector to contribute to the quality of destinations by protecting and managing Mediterranean sites.
3. Establishing of pilot areas and the "Mediterranean ecolabel" for the environmental quality of destinations and installations.
4. Capacity building for states, regions and transit destinations to bring about successful integration of tourism with sustainable development (stakeholders involvement; building capacity for technical assistance; introduction of instruments for making tourism more compatible with the environment in the fields of land-use planning, protection of the coastline, protection of cultural and natural heritage, environmental assessment pollution reduction, etc.; spreading of the tourist season).
5. Introduction of measures to support tourism in the Mediterranean island regions (to diversify economies, to prepare environmental assessment, to carry out studies on negative environmental consequences of waste increase, environmental dimensions of islands, use of renewable energy, etc.).
6. Setting up a programme of action (with the help of EU through its Euro-Mediterranean partnership programme, measures will have to be worked out to implement the action programme).

Conclusion: challenges, opportunities and policies

The above examples have shown several possible approaches to tourism development planning within one international organisation (MAP), and we are convinced that there are many more similar examples. It is possible to conclude that spatial planning is still a powerful tool for planning for tourism within the context of sustainable development. The examples also point towards some other conclusions:

- First, assessment of the carrying capacity for tourism in a certain area is not an end in itself, as some have considered. It creates an important input into strategic planning for tourism, particularly if it transcends considerations for physical environmental elements only. It has to be comprehensive, and involve all relevant components (social, economic, cultural, institutional,

financial, etc.) which make the concept of sustainable development. Spatially this analysis is quite limited, i.e. it should be used only for smaller spatial units, where a satisfactory level of precision could be achieved. However, the carrying capacity for larger areas could be reached by adding the figures for smaller constituent units of the larger area.

– Second, spatial, or coastal area management plans, are very effective in tourism planning. They are best utilised at the level of coastal regions where most of the eco- and technical systems, important for tourist development could be integrated in their totality. Also, this level of elaboration allows for effective participation of local authorities, but also of other stakeholders, either directly or indirectly through their representatives. Planning for the entire coast, or countries is mainly undertaken at the strategic level.

– And finally, many of these spatial elements are transferred to the regional level (i.e. Mediterranean) interventions. There is clear vertical integration of spatial component in tourism planning. The same is valid for ICAM. In the above examples we have clearly shown this, first, at the sub-regional site level, then at sub-national regional level, and at the regional international level.

Challenges for and of tourism in the context of sustainable development are still great. Tourism is large consumer of natural resources, particularly space. It also tends to consume the best, the most sensitive and the scarcest resources. Take the example of space. Coastal tourism requires for its development sites which are very large, very close to the coastline, while the coastal vegetation, or wetlands, or lagoons create very often an obstacle to its physical development, and are being destroyed. Construction of tourism facilities very often results in linear development along the coastline (plenty of examples in the most developed tourist Mediterranean countries: Spain, France and Italy). Another persistent challenge is the constant danger of conflicts with other coastal uses, where tourism is either inflicting on other uses (agriculture, aquaculture, residential areas), or being inflicted upon (by industry, energy production, transportation facilities). Seasonal character of tourism, with its negative effects on the use of coastal resources, is still a phenomenon for which effective solutions have not yet been found. There is also some disagreement between tourism managers whether reduction in seasonality is needed at all. In spite of the number of positive examples in many of the Mediterranean countries, tools being used so far in integrating tourism within the sustainable development context, spatial planning included, have not, overall, produced many positive results.

What are the opportunities tourism offers? It is still considered as the only viable development option in many countries and it will continue to keep a very prominent position in the development plans. However, there is a number of opportunities which could be utilised in integrating tourism into sustainable development. Above all, it is the integration of the environmental component into development planning. In the last 20-30 years, a significant step further has been made in this direction. Today, no plans are being made without environmental considerations being taken into account from the very beginning. ICAM is a good example. Environmental considerations have brought into light the issue of the conservation of the coast and the protected natural areas. There are several interesting initiatives (France, Great Britain) aimed at the conservation of the coast, not necessarily of high ecosystem value. Unfortunately, this option is, because of the relatively high cost, open only to the most developed countries. The concept of natural protected areas is very flexible today. Their range varies from a very strict protection at the sites of the highest ecosystem value, to the commercial utilisation, under strict control though, of these areas, mainly for tourism. End result is that these sites are earning

enough to pay for their own protection. All these instruments could be very efficiently utilised through spatial planning system at different spatial levels of a national territory. Finally, we should not forget the proliferation and increase in efficiency of use of a number of planning and management tools such as implementation instruments, institutional arrangements, Strategic Environmental Assessment, capacity building, education etc.

Relevant policies to mitigate problems tourism generates in the environment, and to ease its integration into sustainable development planning and management should rise above the traditional physical planning approaches, such as traditional mono-zoning, and urban planning controls and regulations. In this respect, environmental assessment, which already has deep roots in this subject, should continue to play the prominent role. No decision should be made without environmental assessment of its effects. The pressure for the employment of environmental consideration of every aspect of the tourism activity will also grow from the consumer segment as well. Tourist demands for quality environment will grow, and will probably become the crucial factor in selecting destinations. The role in environmental management of local capacities, in all segments of the tourism activity, should be strengthened. Very potent policy instrument will be the different treatment given to development of the areas with regard to their present situation. Hence, we should differentiate between old tourist (“saturated”) areas, where rehabilitation measures would be implemented, including ban on new construction, mandatory renovation and upgrading of existing tourist facilities, to a complete change of image and product an area is offering. In areas undergoing development, a more restricted regime of new construction would be implemented in order to keep the area within the highest standards. And in the pristine areas, where there is not yet tourism development, all measures to plan for sustainable tourism development would be implemented. This should include, amongst other, employment of all kinds of public and institutional education and awareness raising measures to make the widest public understand that sustainable development of tourism is the only viable option for them. Spatial planning can play a major role in achieving that objective.

Tourisme dans les régions de montagne : la diversification de l'offre et le respect de l'environnement

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Introduction

Dans une société où les loisirs prennent une place de plus en plus importante, le tourisme acquiert une importance grandissante. Ressource économique appréciable, parfois vitale, le tourisme est également un facteur d'épanouissement culturel et social dont les retombées positives peuvent être multiples. Mais, a contrario, lorsque sa gestion et son développement sont mal maîtrisés, les conséquences, notamment du point de vue environnemental, peuvent être déplorables et se traduire par la détérioration des ressources naturelles et du patrimoine culturel et social.

Il s'agit donc de concevoir et de mettre en œuvre un tourisme durable qui réponde aux besoins actuels et futurs des touristes, mais, au profit et non au détriment, des populations locales et des usagers.

La mise en œuvre d'un tel principe signifie entre autres que l'exploitation des richesses et des ressources naturelles doit être raisonnable. Elle signifie également que les régions sensibles du point de vue aussi bien culturel qu'écologique doivent faire l'objet d'attentions particulières.

Dans le cas des régions de montagne le tourisme ne peut se concevoir que durable. C'est une condition indispensable. Il faut cependant en même temps réaffirmer fortement que les activités touristiques et la sauvegarde de l'environnement et des richesses naturelles ne sont pas obligatoirement antagonistes et qu'il convient de veiller à mener, en particulier dans les régions de montagne, des politiques touristiques adaptées et équilibrées. Celles-ci doivent concilier le nécessaire et légitime développement économique et social avec l'indispensable sauvegarde de l'environnement et des richesses naturelles et culturelles. Elles doivent par ailleurs s'inscrire dans une approche globale et intégrée d'une politique de tourisme de qualité.

Le Conseil de l'Europe, que ce soit son Assemblée parlementaire ou son Comité des Ministres, s'est préoccupé depuis de nombreuses années des problèmes du tourisme et principalement dans le domaine du tourisme durable. Le résultat s'est traduit par l'adoption d'une série de textes qui constituent la doctrine du Conseil de l'Europe en la matière, de multiples actions comme l'organisation de colloques spécialisés, la mise en œuvre d'une assistance technique aux pays d'Europe centrale et orientale ou des initiatives dans le domaine culturel.

Pour les problèmes spécifiques des régions de montagne, il est indispensable de faire d'emblée référence au projet de Convention européenne des régions de montagne, qui, initiée par le Congrès des pouvoirs locaux et régionaux de l'Europe, à partir de la Déclaration finale de la 2^e Conférence européenne des régions de montagne, tenue à Trento (Italie) en 1988 - a vu le jour en fait lors de la 3^e de ces Conférences, tenue à Chamonix-Mont-Blanc en 1994, a été adoptée par le CPLRE en 1995, et a reçu le soutien de l'Assemblée parlementaire la même année.

Le but de cet instrument est de fixer un cadre général permettant la définition d'une politique paneuropéenne pour les régions de montagne, qui englobe tout à la fois les questions d'aménagement du territoire, de développement économique, de sauvegarde et de gestion des richesses naturelles et de l'environnement ainsi que le respect de la culture, des traditions et de l'identité montagnarde.

L'un de ses articles est spécifiquement consacré au tourisme. C'est l'article 11 qui précise notamment :

«1. *Les Parties contractantes prennent des mesures pour stimuler et appuyer les initiatives contribuant au développement touristique de qualité, respectueux du milieu naturel, économique, social, patrimonial et culturel montagnard.*

Mais l'action du Conseil de l'Europe en faveur du tourisme durable en montagne trouve aussi un cadre pour sa mise en œuvre, dans deux autres projets de conventions internationales en cours d'élaboration, qui intéressent les régions de montagne et/ou le tourisme, et qui auront des répercussions sur les politiques de développement touristique.

Une est initiée également par le Congrès des pouvoirs locaux et régionaux et a aussi reçu l'appui de l'Assemblée parlementaire. Il s'agit du projet de convention sur les paysages, qui pourrait être appelée «Convention de Florence»; l'autre est un projet de convention initiée par l'Assemblée parlementaire et qui concerne l'espace rural.

Bien qu'à l'heure actuelle ces trois textes n'aient pas encore abouti, il est très important de les mentionner car ils présentent une importance considérable et constituent des instruments potentiels fondamentaux pour contribuer au développement d'un tourisme durable et d'une prise de conscience commune des problèmes.

De plus, ces textes pallieraient d'une certaine façon l'absence de politique paneuropéenne globale pour les régions de montagne. En effet, certaines politiques sectorielles sont appliquées, dans le domaine de l'agriculture ou de la protection de l'environnement par exemple, mais elles connaissent une application territoriale limitée.

L'expérience de la France

Il est donc nécessaire de mettre en place une approche qualitative du tourisme, notamment du tourisme en montagne. A cet égard, il est intéressant de citer l'initiative prise en France en 1988.

Bien qu'étendue par la suite à des stations littorales, thermales et à des villes ou des régions touristiques, cette démarche visait en priorité les stations de sports d'hiver pour lesquelles elle se situait dans un contexte précis caractérisé par les facteurs suivants :

- les difficultés d'enneigement durant plusieurs hivers ;
- les résultats d'une étude démontrant que les stations étaient performantes en ce qui concerne les domaines skiabiles et les remontées mécaniques. Par contre, elles l'étaient beaucoup moins en matière de qualité de l'accueil et des autres prestations offertes à la clientèle ;
- la préparation et la réussite des Jeux olympiques d'Albertville de 1992.

Au départ, la démarche qualité a concerné les dix sites olympiques, puis elle s'est étendue à d'autres stations de Savoie, puis des Alpes, des Pyrénées, du Jura et des Vosges; environ 80 plans au total ont été mis en œuvre dans les montagnes françaises.

Cette approche allait d'une répartition nouvelle des déplacements en station (piétons, autos, transports en commun), à la traduction des menus, de guides, de bulletins d'information en langues étrangères ; de la restructuration et affichage général des horaires d'ouverture des magasins notamment, à la réhabilitation du patrimoine ancien et de l'habitat traditionnel, au balisage des sentiers...

Quelles conclusions a-t-on tiré de cette démarche ? Avant tout, qu'au départ une telle démarche est difficile et dérangeante car elle demande des efforts de la part de tous les acteurs : décideurs politiques, responsables techniques, commerçants, services d'accueil, etc. La réussite d'un plan «qualité» n'est pas, a priori, une question de moyens financiers, mais elle est tributaire de l'engagement individuel ou collectif des acteurs économiques des stations dont les comportements doivent être modifiés.

Pour différentes raisons, tous les plans-qualité n'ont pas connu de résultats positifs. Toutefois, globalement, la démarche entreprise et qui se poursuit sur plusieurs années apparaît comme particulièrement utile.

Les pays d'Europe orientale

Les changements politiques intervenus à la fin des années '80 ont permis d'ouvrir les pays d'Europe centrale et orientale, dotés de richesses naturelles et culturelles particulièrement variées et importantes. La plupart de ces pays ont été confrontés à des problèmes de structures liés à la nécessité de développer une économie de marché, et donc à privatiser les infrastructures touristiques existantes. Certains d'entre eux ont subi ou subissent encore les contrecoups d'événements politico-militaires qui peuvent constituer un frein au développement du tourisme.

Considérant que le tourisme constitue une source importante de richesse, la plupart des pays d'Europe centrale et orientale ont la volonté d'en faire profiter l'ensemble de leur territoire, en conquérir ou reconquérir d'autres espaces, mais aussi de mettre en œuvre une politique touristique basée sur les principes du développement durable. Ceci se traduit par :

- le développement du tourisme, notamment dans les zones de montagne, dans les zones rurales,
- le renforcement ou la restauration des zones écologiquement fragiles.

Là encore, bien que le terme soit très rarement utilisé, le souci de développer un tourisme de qualité est marqué.

Encouragés parfois par le Conseil de l'Europe qui met à leur disposition son savoir-faire en la matière, certains pays - c'est le cas de l'Ukraine et de la Roumanie par exemple - mettent au point des plans de développement touristique durable dans des zones dotées d'un patrimoine naturel particulièrement riche et où il est souhaité de contribuer au développement socio-économique.

Quelles propositions faire au niveau paneuropéen ?

Altitude, pente, climat, conditions de vie, la spécificité des régions de montagne n'est plus à démontrer. Il faut cependant souligner que d'est en ouest, du nord au sud, les montagnes du continent européen sont diverses. Cette diversité s'explique, entre autres, par les conditions géomorphologiques et politico-administratives, la densité de peuplement, le degré de développement de leurs activités économiques et le niveau de vie, la culture et les traditions.

Dans un certain nombre de pays membres du Conseil de l'Europe ont été élaborées et mises en œuvre des mesures ou des politiques plus générales en faveur des régions de montagne. Pour les plus anciennes d'entre elles, elles ont pu subir dans leur approche et leurs objectifs une série d'évolutions successives, partant de la restauration des sols, de la lutte contre les risques naturels, du maintien sur place des populations et des emplois, en particulier dans le secteur agricole, elles aboutissent le plus souvent maintenant, sans évacuer les approches précédentes, à une politique globale dans laquelle la diversification des activités économiques, la gestion et la protection des richesses naturelles, des espaces, ainsi que de l'identité culturelle apparaît en bonne place.

Et le projet de Convention européenne des régions de montagne cité au début en est une illustration particulièrement éclairante.

Parmi les activités économiques, le tourisme peut être un facteur important de développement des régions de montagne, à condition d'être parfaitement maîtrisé et sous réserve que la politique touristique soit sinon décidée, du moins approuvée par les représentants des populations montagnardes. Force est cependant de constater qu'il n'est pas, pas encore, présent dans toutes les régions de montagne. Ceci peut être un atout. Quand il est présent, la part des emplois qu'il représente, des richesses qu'il crée, des investissements qu'il requiert n'est pas non plus identique. Il en va de même pour les produits offerts.

Il est absolument nécessaire à notre époque, en montagne comme ailleurs, de promouvoir un tourisme de qualité, peut-être même en créant un système de label qui serait attribué aux stations de montagne.

Le tourisme en montagne a été fondé l'hiver à partir de la pratique du ski et l'été par celle de l'alpinisme, des promenades et autres randonnées. L'alpinisme, étant considéré comme une activité sportive de haut niveau, est réservé à des spécialistes. Les préoccupations de bien-être, de détente et de santé, le climatisme, le thermalisme quelquefois ont aussi largement contribué à la création des stations touristiques en montagne.

Le développement des moyens de transports, l'évolution du niveau de la vie, la démocratisation de la pratique des sports d'hiver, les progrès techniques, les goûts du public et les modes ont tout à la fois permis une extension du tourisme en montagne, la création de nouvelles stations et l'élargissement des offres des produits touristiques dont certains ne sont pas propres à la montagne (natation, golf, équitation, sports aériens... sans oublier les manifestations culturelles de haut niveau).

Aux images classiques que l'on se fait du tourisme en montagne – neige, air pur, beauté des paysages, richesse de la flore et faune exceptionnelle -, sont venus s'ajouter la redécouverte des traditions et des cultures, le souci de protéger et de gérer la biodiversité et l'environnement. Ces points sont communs à l'ensemble des stations de montagne. Ce sont aussi grosso modo les seuls, car à la diversité des massifs correspond une diversité des types de stations, diversité qui est fonction de l'altitude, de la latitude où elles sont situées, fonction de leur climat, de leur histoire aussi, de leurs ressources enfin.

Les plus anciennes de ces stations, les plus traditionnelles aussi, se sont développées dans et aux alentours immédiats d'une communauté villageoise ou d'un bourg. La population locale, les entrepreneurs locaux ont pris une part importante sinon prépondérante dans leur développement. La culture traditionnelle et l'architecture typique, tout en connaissant les évolutions inhérentes au monde contemporain, y ont été grosso modo respectées.

Par la suite, de nouvelles générations de stations ont été conçues, à partir d'une volonté planificatrice décidée au niveau gouvernemental, sans qu'il y ait toujours un lien réel avec le terroir au départ et en présentant une architecture se voulant résolument moderniste, et qui n'est pas toujours en accord avec les paysages et les sites, mais qui permet d'héberger le maximum de touristes. A l'hôtellerie traditionnelle et familiale au départ, et qui continue d'exister, se sont ajoutés donc différents autres types d'hébergement, hôtellerie de standing ou de grand tourisme, centres de vacances à vocation familiale ou sociale, copropriété, résidence individuelle et bien entendue secondaire.

En Europe, la diversité des massifs montagneux est très grande. Chaque pays, chaque région, possède ses caractéristiques propres, ses attraits, ses atouts, ses avantages et quelquefois ses inconvénients aux yeux de la "clientèle". Les montagnes présentent donc une palette variée de différents types de stations : stations traditionnelles et stations intégrées, stations familiales ou

de masse, de moyenne ou de haute montagne, certaines stations nouvelles étant même implantées à 2000 mètres d'altitude ou plus, stations modestes ou élitistes, voire mondaines. Il convient aussi de prendre en compte la saisonnalité d'une partie de ces stations, les grandes stations sportives ou de masse étant souvent orientées vers la pratique des sports d'hiver presque exclusivement, d'autres, de moyenne montagne et familiales, sont plus prisées l'été.

Les buts poursuivis par le Conseil de l'Europe, les textes qu'il a adoptés, les actions qu'il a entreprises, dans le domaine de l'aménagement du territoire, dans celui de la politique de la montagne, dans celle de l'environnement et de la culture, du tourisme durable d'une part, la richesse du patrimoine naturel et culturel et la fragilité écologique des régions de montagne d'autre part, tout concourt à faire en sorte qu'un tourisme de qualité y soit promu. Une politique dans ce sens participerait donc pleinement à la politique de la montagne à laquelle le Conseil de l'Europe est tout particulièrement attaché.

Sustainable tourism in sensitive zones and protected areas

Mrs Aira ANDRIKSONE
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Pristine nature and fabulous scenery are highly desired by most travellers and constitute a decisive prerequisite for the attractiveness of a tourist destination. Tourism needs a healthy environment. It is the foundation and the basic capital for long-term viable development of all types of tourism. Increasing exploitation of natural resources has led to a gradual reduction of pristine natural areas in all parts of the globe. Where natural resources are being over-exploited and landscapes destroyed the very existence of tourism is threatened. Tourists simply choose another destination if the environmental quality do not satisfy them. Short-term economic success at the expense of the environment produces depressed tourism areas and causes enormous clean-up and renewal costs. This is an ugly face of tourism, which has no nationality. Risks to the environment such as tourism itself do not recognise any national borders.

On the other hand, environmentally friendly and soft tourism supports the sustainable use, preservation and protection of nature as well as providing additional income for protected areas and new environmental activities.

There are national parks and national historic sites in every country around the world. They are very special places managed so that now, and in future, everyone can get to know the nature, character and history of the corresponding country better. They protect the most spectacular natural areas and commemorate historical places, events and persons that have shaped civilisation and nations. Natural areas are special public lands whose natural features represent one or more aspects of biological and physical diversity. They provide opportunities to appreciate, study and enjoy nature. They are a national treasure to the people for their benefit, education and enjoyment and should be left unimpaired for the enjoyment of future generations.

On a global scale, particularly in the developing countries, natural areas are characterised by the highest biological and landscape diversity and at the same time with the greatest sensitivity to local disturbances. Tourism in those countries usually becomes a catalyst for the development of infrastructure in peripheral areas and helps reduce regional disparities.

I come from one such small developing country - Latvia. It lies on the coast of the Baltic Sea, which is in a way a European Sea. For many generations Latvians have lived in close harmony with nature. Thanks to this attitude, full of respect and love, our country is still rich in rivers, lakes, springs, forests, stones, cliffs, caves, white and black storks etc. Nevertheless, fifty years of occupation have left significant indelible marks on the landscape and in peoples' actions and perceptions. This has resulted in the destruction or endangering of many species and biotopes. There is a pressing need to develop the economy, including the tourism sector, as well as any development strategies for uniting development and nature conservation in a way that promotes the sustainable use of resources.

Latvia has a rich biological and landscape diversity. Due to the relatively low level of drainage activities, numerous valuable wetland areas, peat-lands, and unique for Europe, wet forests can still be found. Of a total coastline of 500 km, about 300 km are almost undisturbed by human activities, as they were closed and guarded military zones during the period of Soviet rule. These territories (some of them are Ramsar sites) with natural dune plant communities

extinct in most of areas of the Baltic Sea coastline quite often host important bird habitats and wetlands of great significance, representing unique biotopes rarely found in Europe. This fact alone increase Latvia's international responsibility to bio-diversity and preservation for the whole European continent.

Latvia's coastal zone is seen as a major future tourism asset. Sustainable tourism development in coastal and protected areas is considered very important. For this, the Ministry of Environmental Protection and Regional Development has initiated several tourism development projects:

- integrated Coastal Zone Management Plan for Baltic Coast of Lithuania and Latvia;
- eco-tourism Development Plan for the Western Kurzeme Coast of Latvia, including a Management Plan for the Slitere Nature Reserve and the State Protected Area of Culture and History "Livod Randa";
- development of Sustainable Tourism and Biodiversity Protection of the Northern Vidzeme Biosphere Reserve (carried out by the Council of Europe);
- Management Plan for the Gauja National Park;
- National Biodiversity Strategy (including tourism sector);
- Research on Tourism and Environment in the Context of Sustainable Development;
- Coastal Investment Strategy (including tourism sector);
- joining the European Blue Flag Campaign;
- pilot Project "District Planning in Latvia. Kuldiga as Case Study (including tourism sector).

There are a number of internationally recognised documents, giving recommendations for planners and developers at all levels of the tourism sector. Let me remind you of the most important of them:

Agenda 21 for Travel and Tourism Industry, Charter for Sustainable Tourism, Berlin Declaration "Biological Diversity and Sustainable Tourism", EC Recommendation on "a General Policy for Sustainable and Environment-Friendly Tourism Development" and Recommendation on "a Sustainable Tourism Development Policy in Protected Areas", Green Paper and for the Baltic Sea Region: Common Recommendations for Spatial Planning of the Coastal Zone of the Baltic Sea", Rugen Recommendations "Management for a Sustainable Coastal Tourism as a Contribution to Sustainable Development in the Baltic Sea Area", Baltic 21 for Tourism Sector.

Every country has its own legislation and policies for planning, tourism development, use of natural resources, environmental protection and biological diversity, which should be taken into account both in strategic development and spatial planning processes. In Latvia they are: "Regulations on Spatial Plans", "Law on Spatial Development Planning", "Tourism Law", "Law on Particularly Protected Nature Territories", "General Rules for Protection and Management of Particularly Protected Nature Territories", "Law on Protective Zones" (it is in very close connection with the Regulations on Spatial Plans, which define the protected belts and the implementation of their territorial planning. Referring to the sensitive coastal area of the Baltic Sea and the Gulf of Riga, the aim is to reduce the effect of pollution, retain the protective functions of the forest, prevent development of soil erosion, protect seaside scenery as well protect natural resources of the seaside and recreational resources. It is divided into a zone 300 m land-wards from the mean tide line and 300 m seawards, and a restricted terrestrial belt up to 5 km. Restrictions ensure free access to the sea coast and there are other restrictions on building, drainage, clear cutting and transformation of forest land into agricultural land or for mining

operations. Exceptions are allowed only after a positive evaluation from an EIA), “Law on the State Ecological Expertise”, “Law on Land Use and Survey”, “National Environmental Policy Plan”, “National Biodiversity Plan and the National Environmental Action Program”, draft of the “National Biodiversity Strategy”. All mentioned documents serve as good guidelines for any tourism development.

As far as different planning approaches and procedures co-exist in different countries, tourism activities should be planned, paying particular attention to ecologically oriented spatial planning.

Tourism activities should be planned with a view to integrate socio-economic, cultural and environmental considerations at all levels.

The ecological, social and cultural carrying capacity of each location should be respected. Irreversible damage must be avoided. All appropriate instruments shall be used for this purpose (planning, permit procedures, taxes and duties, environmental impact assessment, education, incentives).

Tourism should be developed in a way so that it benefits the local communities, strengthens the local economy, employs local workforce and wherever ecologically sustainable, uses local materials, local agricultural products and traditional skills.

Tourism activities, including tourism planning, and the provision of tourism infrastructure, which are likely to have significant impacts on nature and biological diversity should be subject to comprehensive mandatory environmental impact assessment.

In coastal areas all planning should follow the principles of Integrated Coastal Zone Management (ICZM). Particular attention should be paid to the sensitive zones, such as small islands, coastal wetlands, beaches, dunes etc.

Tourism activities should be planned and carried out so as to conserve the integrity of the ecosystems and habitats. Particular attention should be paid to protected areas and species as well as important bird protection areas and other sensitive areas.

In ecologically and culturally sensitive areas tourism should be restricted, and where necessary prevented. All forms of mass tourism should be avoided in those areas. Where existing tourism activities exceed the carrying capacity, all efforts should be made to reduce negative impacts from tourism activities and to take measures to restore the degraded environment.

Wherever tourism activities may contribute to the achievement of conservation objectives in protected areas, such activities should be encouraged and promoted.

Tourism in protected areas and those areas, which influence them, should be managed in order to ensure that the objectives of the protected area regimes are achieved.

The smaller territories are usually created for the protection of certain species. In this case, these management plans can be considered also as action plans for certain species preservation.

In order to secure conservation and infrastructure for sustainable tourism, protected areas must be staffed with sufficient personnel, facilities and equipment.

Not all protected areas should be open to tourism.

In highly vulnerable areas, nature reserves and all other protected areas requiring strict protection, tourism activities should be limited to a bearable minimum.

Education and public awareness should be increased.

The planning procedure must involve the local people at a very early stage. The public interests rather than short-term private interests should guide planning procedures.

Integrated tourism plans should be effectively implemented, enforced and monitored.

Plans should be periodically revised and amended.

Tourism activities, which encourage the use of public and non-motorised transport, should be supported.

Tourism activities, which use environmentally sound technologies for saving water and energy, prevent pollution, treat wastewater, avoid the production of solid waste and encourage recycling, should be promoted.

Attention will be paid to disabled and handicapped visitors' needs to enable them to visit the sensitive and protected areas.

The private sector should develop and apply guidelines and codes of conduct for sustainable tourism.

All stakeholders should co-operate locally, regionally, nationally and internationally to achieve a common understanding on the requirements of sustainable tourism.

Particular attention should be given to transboundary areas and areas of international importance.

The different economic, ecological and social conditions of countries should be taken into account.

Tourism that is generally compatible with protected areas should:

1. Be based on the special character of the protected area

This includes:

- tourism based on appreciating nature, such as studying, photographing or painting nature or landscapes, bird-watching and activities such as hiking, walking, climbing, caving, diving, cross-country skiing, cycling, rafting, canoeing, where they are enjoyed primarily to discover nature, rather than as sport ;
- cultural and educational tourism aimed at increasing peoples understanding of the protected area and its surroundings, for example, school visits, nature camps, visiting natural and cultural sites, learning local traditions and crafts;
- quiet, small-scale or small group activities which maintain the areas peace and quiet and wild qualities.

2. Cause no damage, disturbance or pollution to the area

It should enable environmental quality standards, based on carrying capacity, to be maintained. It should also not contribute to the area becoming run-down.

Tourism activities generally incompatible with protected areas

These include:

1. Large-scale facilities associated with organised or mass tourism

For example large accommodation facilities, entertainment and thematic parks and complexes, shopping areas, holiday villages, time-share developments.

2. Noisy activities, activities resulting in large numbers of people at the same place and time, or those which repeatedly disturb wildlife

For example large-scale leisure activities, such as marches and rallies, large organised groups (over 30 people), or, in ecologically sensitive areas, the frequent passage of individuals or small groups.

3. Skiing and other large-scale sports facilities and events

For example, mechanised lifts, snow cannons, ski jumps and the associated accommodation and infrastructure. Motorbike or car rallies, motor cross and sports events involving large numbers of competitors.

4. Motorised recreation activities

For example, water skiing, jet boats, powered gliders, planes and helicopters, use of four-wheel drive vehicles for recreation, motor boats, scooters, snow mobiles, trail bikes. The recreational use of cars should also be limited although public transport may be allowed in some areas where motorised activity is otherwise prohibited.

Both for the core area (strict reserves and nature zones) and the area outside the core area (cultural heritage, landscape protection and neutral zones) the recreational use must be developed as sustainable tourism. Areas are different in relation to nature and environmental sensitivity and therefore there should be a sufficient difference in the carrying capacity and how much and which kind of tourism activities they can contain without destroying the nature.

The core area (strict reserves and nature zones)

The area is the most sensitive and most important site from the nature conservation and environmental protection point of view. Tourism must be based on the very special and sensitive natural and landscape and character of the particular area. There is no access to the strict reserves in general for the public.

Tourism must be based on appreciating nature and those activities that can take place are: enjoying, discovering, studying, photographing or painting nature or landscapes, walking in the forests, along the lakes, rivers and streams, caving, biking, swimming, boating (without motor), canoeing and rafting where they are enjoyed primarily to discover nature, rather than as a sport, cross-country skiing, nature camping, cultural and educational tourism aimed at increasing peoples understanding of the protected area, for example, school visits, visiting natural and cultural sites, learning local traditions and handcrafts, quiet, small-scale or small group activities which maintain the area's qualities of peace and quiet and wilderness.

Activities to be considered if they are acceptable:

- in neutral zones: orienteering, moderate skiing on slopes, pedal boats (water cycling), flying without motorcraft i.e. hang gliding and ballooning;
- in strict reserves: guided tours for the general public.

Recreation facilities must not be too concentrated and no new building facilities should be allowed.

The area outside the core area (cultural heritage, protected landscape and neutral zones):

a. *The cultural heritage and protected landscape zone*

These areas are characterised by a very diverse landscape and valuable cultural heritage objects. Sites that give any possibilities for tourism and recreational use and which are not so sensitive in relation to nature values as the core area.

Tourism must be based on appreciating nature, the traditional landscape with natural/traditional farming and forestry and cultural objects. In principle all the activities that can take place inside the core area can also take place in this area. Additionally: flying without motorcraft, nature camping.

Activities that could be discussed if they should be accepted: tourist flights with helicopters and planes (with motorcraft); powered gliders; trail/mountain bikes; sport events (not motorised kinds of sports) involving large numbers of competitors.

Smaller recreational facilities can be accepted.

b. *The neutral zone*

This area is characterised by mainly agricultural and built up areas and functions as a buffer zone to the more sensitive areas. In the neutral zone more “disturbing”, noisy and large-scale activities and events can be allowed as long as they don't disturb the natural landscape and cultural values in the other zones. This still means that no large-scale facilities associated with organised or mass tourism should be allowed.

Tourism must be based on the same requirements as a protected area, mainly for landscape protection and it is also a buffer zone to the very sensitive and highly valued natural landscape protected area. In principle the activities that can take place in the core area, cultural heritage, protected landscape and neutral zones, also can take place inside this area.

Additional activities that could take place are: biking i.e. along marked biking routes, trail bikes; large-scale leisure activities such as sponsored walks, large organised groups (over 30 people); cross country skiing; flying with motor craft-planes and helicopters; powered gliders; use of four-wheel drive vehicles for recreation; snow mobiles; sporting events involving large numbers of competitors.

Facilities for recreation such as hotels can be allowed in connection with existing built up areas as long as they don't disturb the natural landscape and cultural heritage or cause any pollution to the protected area.

Case of the planned Ziemeļkurzeme (Northern Kurzeme) National Park

The primary nature protection objectives of the planned national park is to preserve:

- some of the most important forest, peat-land and dune ecosystems in Northern Kurzeme,
- some geological and geomorphologic formations,
- the old lifestyle and the traditional living environment of Livonian people,
- a part of the old heritage landscapes both in coastal area with fishermen villages and in agricultural area.

Protection of culture and heritage landscapes

The Livonian nation, a Finno-Ugric ethnic minority of Latvia and one of the smallest ethnic minorities in Europe, has suffered considerably from the Soviet era, and its future as a living ethnic unity is endangered. Livi Coast in ZKNP is the only place where the Livonian heritage can still be seen in its authentic surroundings. The Livonian villages are all very near the sea, they are compact, without large agricultural areas.

Nature conservation study area

ZKNP has the potential to become a major area for school and university nature and cultural instruction. Training programmes should be developed for the nature protection professionals within whole Latvia.

Hiking and nature recreation area

The various possibilities of recreation (hiking, rambling, swimming, nature studying) could be adequately explored and experienced. There are enough of accessible areas within the park to offer a wide range of nature enjoyment without endangering or putting undue pressure upon the strictly protected locations. At the moment it cannot be seen that the number of visitors would in near future exceed the carrying capacity of the area. The most vulnerable areas should have protective measures taken to prevent negative effects of tourism (erosion, disturbance etc.); a judicious use of constructions will minimise the damage to the nature.

Strict protection zone (IUCN Category I)

Strict protection zones form the core areas of the national park. They include the ecologically most valuable and natural locations within the park. The public access is admissible only to the areas with public services and facilities.

National park zone (IUCN Category II)

The National park zone consists of ecologically valuable but mostly less vulnerable areas than the Strict protection zone. The public has access to the National park zone except for seasonal and particular local restrictions.

The protected area management may establish and maintain facilities, enabling the public to get acquainted with the national park and protect nature by directing the visitor flows and by building constructions to prevent erosion necessary for visitor service.

Main facilities are:

– Trails

Trails will be signposted, cleared or constructed and provided with boardwalks to enable the public to use them in dry weather and to minimise the physical wears and erosion caused by the use. Attention will be paid to disabled and handicapped visitors' needs to enable them to visit the information centres and also some of the nature trails.

No special ski tracks will be maintained in the park. It is possible to use the existing trail network for skiing, but no clearing, maintenance or surfacing the tracks will be done for that purpose.

– Bridle paths

Horse riding is permitted on roads where vehicular traffic is allowed. Bridle paths will have no special signposting.

– Bicycle routes

Bicycling is permitted on roads where vehicular traffic is allowed. In addition it is allowed on the trails. Off-road bicycling inside the park is prohibited.

– Roads

New roads will not be built. Some roads should be upgraded. Some of the existing roads will be closed to public. They may be used for maintenance purposes or turned to hiking, biking or riding trails. The protected area administration may set speed limits and temporarily close roads at need.

– Canoeing routes

Trees and other obstacles in the river may be removed. There will be resting places along the route.

– Resting and cooking places

Information centres and points will include resting-places. In addition to these, resting and cooking places are provided along roads and trails. Benches and other modest resting constructions may be placed along the most popular trails. There will be adequate parking places near all information centres.

– Camping sites

Camping sites will have places for tents, a fireplace, a fuel shelter, a toilet, waste bin, trail signs and a small information board with relevant information.

– Indoor accommodation

Private entrepreneurs should primarily provide indoor accommodation for national park visitors.

Landscape protection zone (IUCN Category IV)

The landscape protection zone allows economic usage of natural resources but in such a way that the natural and traditional elements of the landscape are not unduly disturbed or destroyed. The more valuable parts of the landscape protection zone will slowly be restored to their natural state to be joined to the core areas of the park later on.

Public access to the State owned areas is free, fishing and picking of mushrooms and berries allowed. The protected area management may construct visitor facilities in the area.

General national rules for building and construction apply for the landscape protection zone, except in particularly valuable and vulnerable sites where special regulations must be adhered.

Sustainable use zone (IUCN Category VI)

The sustainable use zone connects the areas more valuable from the nature conservation point of view and offers possibilities for the slow restoration of a more traditional state of landscape. In the most sensitive sites the protected area administration may apply stricter rules for nature usage.

The general rules of access, fishing, hunting, berry and mushroom picking apply in the sustainable use zone.

The preservation of the most valuable traditional rural landscapes together with the cultural heritage architectural structures is necessary in the national park. The protected area administration should enter into negotiations with the landowners for the maintenance of the best heritage locations. Ways of subsidising the traditional land use forms should be found and used. In extremely sensitive locations rules of building and construction should be defined and enforced to ensure the harmonious blending of the new constructions with the traditional ones.

Guidance and interpretation in Ziemeļkurzeme National Park are to raise the awareness level of the visitors and to help them understand the importance of the nature and its conservation. Various forms of guidance offer also detailed information about the park, its special features, facilities and rules:

- Information centres
- Information points (cottages/rooms)
- Information boards (boundary signs, sightseeing boards, general information boards)
- Nature trails (their main themes are as follows: *Zilie kalni (Blue Hills)* – geological history of the area, luxuriant forests; *Košrags* - fishing villages, Livonian history and their way of life; *Kolkasrags* - the Baltic Sea, beach areas and dunes. seasonally bird-life; *Forest fire area* - rehabilitation of species, natural succession.
- Guides
- Instruction area

The national park has an instruction area covering approximately 30 ha. It is located in and near the forest fire area. It comprises areas burnt in the forest fire in 1992 and also a part of the “*vigu un kangaru ainava*” (the landscape of fens and dunes). The area is intended for the practical teaching and training of school and other study groups. Trial plots can be established in the area and soil, water and common organism samples taken for study and instructional purposes. Rare organisms, species in need of protection and vulnerable ecosystems may not be disturbed. The park administration prepares an area plan and sets detailed rules of use and behaviour.

- Printed matter and educational material

There will be available at least the following printed matter available for the public about the Ziemeļkurzeme National Park:

1. a leaflet or a booklet about the park (also in translations into English, German and Russian) for free distribution to the visitors;
2. leaflets about the exhibitions, also in foreign languages, for free;
3. a hiking map including information about the park, on sale;
4. an illustrated guide book, on sale;
5. booklets about the nature trails for free or on sale depending of the quality demanded.

Educational material (also audio-visual) will be prepared for different study levels. This material can serve the schools visiting the park. It is also possible to have some of the material for sale to educational institutes to be used in their regular teaching programmes. This applies especially to transparencies and slide programmes about the park.

The park may have a study collection of specimens and natural phenomena for education and training. For ethical reasons it is recommended to have as many organisms as possible presented in the form of photos or drawings and keep the amount of organisms killed for the collection at a minimum.

For tourism trade activities on State-owned land within the park area a contract must be signed between the protected area management and the entrepreneur. The trade must be conducted according to sound principles from ecological point of view (eco-tourism); the nature conservation demands must be strictly adhered to. Possible forms of tourism are guided tours, café and sales activities and catering services.

On private lands within the park area tourism trade must follow the rules set up by the protected area management, insofar as the trade can affect the protected area. Environmentally conserving methods must be used in tourism within the national park.

The protected area management may charge a fee for the permit to use the park area and its facilities in tourism trade.

National Park has a steering committee. The involved interest groups are represented in the committee: the municipalities, local enterprises, tourism enterprises/organisations, nature conservation, and experts of Livonian culture/history, Livonian villages, and forestry. Its main aims are to ensure that the local authorities and local people have sufficient information about the park activities and that they also have a possibility to discuss and influence the said activities.

If the previous discussion has largely been about general principles, I would like to mention some sustainable development opportunities in Latvia and its Baltic Sea neighbours.

Eco-tours in the Latvian wilderness could be combined with visiting authentic organic farms, who produce milk, bread, cheese, fish, honey, jam etc. for everyday use (not only as a performance for visitors) using traditional (not staged) methods, from natural uncontaminated resources. Tourists could be involved in the production process as well as being able to taste and purchase the final product.

There are also a number of facilities, villages and infrastructures that have remained from the Soviet era, which if preserved could be an attraction to Western tourists. One example is the village of Seda (within the Northern Vidzeme Biosphere Reserve) and its narrow gauge railway that was once the centre of a huge peat extraction operation. As well as providing a “time capsule” look at a by gone era, it could be interesting example of wetland history and excavation and mining technologies.

Present tourist loads in nature protected areas of the Baltic states apparently do not exceed the carrying capacity. Strictly from the nature protection viewpoint, the present state of tourism development is satisfactory, because it does not cause any threat. Nevertheless, we need indicators to evaluate the anthropogenic carrying capacity of the dune system, as well coastal pine tree forests and different types of wetlands.

The three Baltic states are blessed with large tracts of wilderness areas that have long disappeared from mainland Europe. It is important that we do not repeat their development mistakes. A minor example of ‘less-than-perfect’ development is the construction of an educational trail in the Estonian Nigula State Bog Reserve. A number of typical raised bog open landscape bird species has diminished, with the birds migrating to nearby, undisturbed areas. There are additional threats from unorganised tourist flow close to wetland areas, with visitors’ foot-marks detectable even after three-year period.

There is a long tradition of canoeing and rafting on Latvian rivers and lakes. Again, there are no elaborated indicators to assess the human impact on the aquatic ecosystem, and the number of camping places along the river only limits the tourist flow.

The environment in the all Baltic Sea Area constitutes a fragile ecosystem the preservation and sustainable use of which requires particular attention. In the Baltic Sea Area, tourism needs to take place in sustainable forms in order not to destroy its very basis which is an unspoiled nature. All further efforts to achieve sustainable forms of tourism need to recognise that the Baltic Sea Area constitutes the common heritage of the bordering states which needs to be preserved for present and coming generations. This objective implies the close co-operation of all involved in tourism in the Baltic Sea Area.

The Baltic 21 for Tourism Sector Indicator Core Set, which is currently being discussed, and which will be one of the theme of an upcoming seminar "*Sustainable tourism development in the baltic sea region*" in Riga, Latvia, on 18-19 June 1999 is proof that we are moving in the right direction.

Latvia highly appreciates the assistance in the field of tourism development rendered by the European Union and the Council of Europe member states along with its institutions. We will be grateful for the further sharing of know-how, particularly in environmental protection issues that are so essential for our developing tourism industry.

Only mutual understanding, dialogue and the co-ordinated efforts of the entire European community – parliaments, central and local governments, tourism enterprises, public institutions, expanding international contacts and co-operation, will ensure successful tourism development.

Governments, regional and local authorities, industry, and tourism-related NGOs should promote and participate in the creation of open networks for research, dissemination of information and transfer of appropriate knowledge, best and environmentally sustainable tourism technologies.

A milestone in human history is approaching ...

Let's simply experience our wildlife, nature and picturesque earth in all its natural glory; allow time for the scars to heal and in the future take only memories, leaving behind nothing.

May I express a wish that we co-operate more efficiently to preserve Europe as a top destination in the world with a high and still improving environmental quality. Latvia will do its best to contribute to this co-operation.

Tourisme durable dans les villes et mise en valeur du patrimoine culturel : nouvelles orientations

M. Adriano AGNATI
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‘Tourisme durable (et harmonieux) dans les villes et mise en valeur du patrimoine culturel’ : tel est le sujet que l'on m'a demandé de traiter. Un sujet très intéressant et très actuel, car il représente, à mon avis, un important potentiel de développement capable, si correctement poursuivi, de créer une évolution harmonieuse et même de distribuer de façon plus efficace sur le territoire européen le flux touristique, ainsi que les ressources pour la gestion et la mise en valeur du patrimoine et de garantir la croissance culturelle et civile des résidents et des visiteurs.

Je soumetts à votre attention quelques données, peu nombreuses mais susceptibles d'encadrer dans une dimension plus vaste le phénomène dont nous parlons : le tableau que je vous propose illustre, tout d'abord, la croissance exponentielle de la population mondiale dans notre siècle, de 1,6 milliards de personnes en 1900, à 6 milliards en 1999.

Avec ce paramètre de base, il n'est pas difficile de croire que dans les dix dernières années (1988-98) les arrivées de touristes étrangers dans le monde aient augmenté, de 394 millions en 1988 à 625 millions en 1998, et que les entrées monétaires mondiales déterminées par ce phénomène aient plus que doublé, passant de 205 milliards de dollars en 1988 à 445 milliards de dollars en 1998.

Encore un tableau, très simple, rapporté ici à la seule Italie, pour examiner le bilan du tourisme divisé par typologie.

Ainsi qu'on peut le voir, la première place est occupée par le tourisme balnéaire, avec 26% du bilan (n'oublions pas que l'Italie est une péninsule qui compte bien 8.000 km de côtes) suivi toutefois par le tourisme culturel, à hauteur de 21% et par le tourisme d'affaires, pour plus de 16%.

Si l'on considère que le tourisme culturel aussi bien que le tourisme d'affaires (congrès et événements liés aux affaires en général) se déroulent de façon prioritaire dans des villes plus ou moins grandes, nous pouvons déduire, avec une forte dose d'approximation, il est vrai, qu'au moins 30 à 35% du bilan touristique italien s'adresse au territoire urbain.

Une autre caractéristique à souligner est la forte concentration de ce mouvement : sur 60 millions d'arrivées en Italie (en comptant aussi bien les touristes italiens qu'étrangers), environ 30% (19,3 millions) se concentrent sur cinq villes seulement : Milan, Venise, Florence, Rome, Naples.

Je ne dispose pas ici de données relatives à d'autres pays européens, mais j'ai des raisons de croire que parmi les principaux d'entre eux, aux premières places du tourisme mondial (France et Espagne, par exemple) la situation n'est guère différente.

Je me sens pourtant en mesure d'affirmer que : le tourisme, partout dans le monde, est en forte croissance. Tous les spécialistes s'accordent pour prévoir que la tendance des dix dernières années va continuer et, pour bon nombre d'entre eux, le taux de croissance devrait s'accroître encore plus, pour arriver à doubler en l'espace de 10 à 15 ans (un milliard d'arrivées internationales en 2010). Cette croissance sera enregistrée aussi par l'Europe, de façon différente selon chaque pays.

Le mouvement touristique ayant pour destination les villes représente un pourcentage important du tourisme européen. En Italie, comme je viens de le signaler, mais aussi dans d'autres pays de l'Union européenne, le tourisme urbain est fortement concentré sur quelques grandes villes – symboles de la culture et de l'image touristique de l'Europe aux yeux de nos concitoyens mais aussi, et surtout, aux yeux des visiteurs provenant du reste du monde. Paris, Londres, Barcelone, Madrid, Amsterdam ainsi que Venise, Rome et Florence et, en quelque mesure, Vienne, Berlin, Prague et Budapest constituent les principaux pôles du tourisme de notre continent.

En regardant le futur proche il faut dire que tout ceci représente en même temps un potentiel de développement pour le tourisme européen et un problème en ce qui concerne la qualité de ce même tourisme ainsi que la capacité de soutenir la pression touristique dans les centres de plus forte concentration.

C'est un potentiel de développement, car le tourisme d'empreinte culturelle et urbaine constitue l'espace de croissance le plus important et le plus cohérent pour l'Europe. On aura de plus en plus de difficultés à soutenir la concurrence, sur le plan économique, des pays et continents dits émergents, dans le domaine du tourisme ludique, balnéaire, de divertissement et de relax. Aller 15 jours à Cuba, même pour un citoyen européen, coûtera toujours moins que d'aller 15 jours à Rome ou à Paris.

En outre, l'Europe, de par sa densité démographique, son niveau de développement des activités économiques et productives, le style de vie de ses habitants, aura de moins en moins d'espaces à dédier (et sera de moins en moins attrayante et crédible) à des structures isolées et artificielles construites pour le tourisme.

Nous pouvons et devons offrir aux citoyens européens mais aussi et surtout du reste du monde un tourisme évolué, de découverte culturelle, riche en valeurs locales mais aussi parcouru depuis toujours d'entrelacements et d'influences réciproques.

Nous devons offrir aux touristes du monde entier les témoignages présents dans les monuments, dans les musées, dans la structure urbaine de nos innombrables villes historiques, mais aussi dans les centres plus modernes et évolués ainsi que dans notre façon même de vivre.

Le tourisme culturel urbain sera certainement le modèle principal, pas le seul toutefois, de développement touristique en Europe.

Mais pour que cela se réalise de façon durable et harmonieuse, il faut travailler et gérer le flux de ce développement. Dans le cas contraire, ce qui augmentera sera uniquement la pression sur les grands centres d'attraction, au détriment de leur conservation et de la qualité même du tourisme qui s'ensuit.

Il apparaît absolument évident aux yeux de tous, en effet, comme le modèle actuel de visite, de Florence ou de Paris par exemple, offert à la grande masse des visiteurs organisés représente une forme dégénérative qui n'offre pas assez de satisfactions aux touristes et dénature et dégrade les lieux les plus célèbres.

Montmartre à Paris, le quartier de la Placca à Athènes, Ponte Vecchio à Florence, Piazza San Marco à Venise sont les symboles de ce processus : ils sont «trop touristiques», dit-on, animés par un artisanat de pacotille voire faux, rendus artificiels, dénaturés.

Irrémédiablement perdus pour un tourisme de connaissance et de respect qui prétend (ou devrait prétendre) en premier lieu la conservation d'une authenticité non seulement dans la manufacture mais aussi dans la vocation des lieux et de leur style de vie.

Rome est depuis longtemps en train de travailler sérieusement et de façon intelligente pour se préparer au Jubilé de l'an 2000, en réorganisant la ville, en réordonnant les musées et les lieux d'art, en prédisposant des parcours dans toute l'Italie, même hors de la ville et de la région, qui reproposent les étapes d'approche au centre de la chrétienté : témoignages de grande authenticité, pour ceux qui seraient poussés par des motivations religieuses, mais aussi pour ceux qui auraient des intérêts prioritairement historiques et culturels.

Je ne sais pas quel degré de succès aura cet effort : en effet nous sommes nombreux à craindre que la standardisation organisationnelle du flux des pèlerins puisse finir par entraîner sur la ville, et seulement en certains lieux et moments-clés, une masse imprévisible sans plus.

Il y a quelques semaines, lors des vacances de Pâques, le Surintendant au Biens Artistiques et Culturels de Florence a lancé ce qu'il a lui-même défini par une «alerte rouge» : les musées des *Uffizi* auraient couru le risque, selon son avis autorisé en la matière, d'implorer, de mettre en danger son intégrité même, pour un excès d'affluence.

Et pourtant, dans Florence, il y a des musées très intéressants et peu visités. Et pourtant à côté de Florence il y a des villes comme Lucca, Pistoia, Gubbio, très riches en potentiel touristique pour leurs valeurs urbaines, historiques et culturelles, pour les œuvres qu'elles conservent et le patrimoine culturel qu'elles représentent, où le tourisme est modeste et de toute manière bien loin de tout risque de saturation.

Je cite ces anecdotes, je cite ces exemples (et je m'excuse s'il sont principalement italiens, mais je préfère parler de choses que je connais et que je vis souvent de façon directe) car ils sont en même temps, ainsi qu'on le soulignait tout à l'heure, le symptôme de problèmes graves et urgents mais aussi l'indication d'un espace de solutions et de développement général.

L'Europe est en mesure, peut et doit être en mesure de créer et de poursuivre des plans de développement touristiques qui produisent une décentralisation des flux touristiques, une capillarisation des visiteurs vers les innombrables villes de taille moins grande, moins connues, moins visitées et pour cette raison mieux conservées et plus authentiques. Un potentiel extraordinaire qui, étant donné les aspects négatifs qui ont marqué la croissance touristique des grands centres, doit être projeté de façon plus sage et correcte.

En d'autres mots il faut planifier un modèle de développement soutenable pour les centaines de villes européennes qui sont encore aux marges des grands flux touristiques.

Je vous propose une définition de «Tourisme soutenable» qui me paraît correcte : est dit soutenable

«tout développement qui permet la satisfaction de ses propres besoins et qui permet d'atteindre ses buts sans compromettre la possibilité des générations futures de satisfaire leur propres besoins et d'atteindre leur propres buts».

Les villes, objet de notre réflexion, qui s'appêtent à mettre la main à des projets de développement touristique doivent, à mon humble avis, prendre en considération quelques règles de base.

Pour se proposer au tourisme international il faut, naturellement, s'équiper pour l'accueil sous tous ses aspects, mais en prenant soin que cela ne conduise pas à la «banalisation» et à l'homogénéisation de la ville, qui n'a pas été fondée pour l'exploitation touristique. Ce sont son histoire, ses traditions et sa culture qui attirent les visiteurs.

C'est son «être cette ville-là», comprenant les mœurs de ses habitants. C'est donc cette valeur qui doit être sauvegardée et proposée, sans suivre la tentation, exprimée souvent en des formes correctes et attrayantes, «d'aller à l'encontre» des soi-disant exigences du touriste en créant un contexte d'accueil artificiel, pareil partout dans le monde mais étranger à la réalité locale. Quand cela se vérifie, la ville, qui dans un premier temps peut certainement enregistrer un «boom» de visiteurs ensuite décline très rapidement – elle se dégrade vers des formes de tourisme de moins en moins qualifiées et durables. Si l'on résiste à cette tentation dégénérative, la tutelle et la mise en valeur du patrimoine se placent aussi dans un processus plus naturel, rigoureux et authentique. L'authenticité est la valeur à défendre. Le marketing doit aligner, évoluer, adapter l'organisation et l'efficacité de l'offre, non pas altérer l'authenticité du produit.

A cette typologie d'offre touristique il manque souvent pour une stratégie appropriée de mise en valeur, un moteur d'intelligence touristique locale en état de coordonner tous les facteurs. Le tourisme urbain doit «faire système», car il s'agit d'un produit impalpable qui s'appuie sur d'infinis éléments dont certains ne sont même pas finalisés à l'activité touristique. Il faut une «destination management» qui ait la professionnalité et le pouvoir de coordonner, conserver et mettre en valeur tous les éléments de la ville.

Encore au sujet de l'authenticité. Il faut élaborer des stratégies de marketing touristique renouvelable et soutenable à long terme. Pour obtenir ce résultat il faut que le positionnement du produit-ville que l'on offre soit cohérent avec son *genius loci* (Génie des lieux) spontané, c'est à dire l'âme de la ville, son image perçue dans le temps, dans l'histoire et dans les traces que l'histoire a laissées dans les édifices, dans la structure urbaine, dans les professions, dans les produits, dans la société.

Et pour finir il faut une attention constante au bon fonctionnement de la ville pour ses habitants. Il n'est pas possible qu'une ville déséquilibrée, difficile à vivre pour les résidents puisse devenir ou même juste paraître une bonne destination pour les visiteurs.

Si ces hypothèses théoriques seront accueillies et partagées, si les professionnalités dans le domaine touristique se développeront de façon ordonnée, avec la juste attention aux exigences économiques et culturelles nécessaires, l'Europe pourra répondre à la croissance du tourisme mondial en proposant un produit bien déterminé, sans perdre de positions mais aussi sans endommager son propre patrimoine. Bien au contraire elle pourra diffuser, de façon équilibrée et bien répartie le tourisme international dans ses nombreuses et admirables villes, y compris les plus petites et les moins mises en valeur. A partir de là la culture de la mise en valeur du patrimoine pourra trouver une grande impulsion, et démontrer sa capacité de produire civilisation et connaissance, mais aussi bien-être économique pour qui a eu la chance, plus que le mérite, de l'hériter de l'Histoire.

Tourisme et infrastructures de transport

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*«Je réponds ordinairement à ceux qui me demandent raison de mes voyages,
que je sais bien ce que je fuis,
mais non pas ce que je cherche.»*
Michel de Montaigne

Contexte

La problématique qui se cache derrière un titre tel que «Tourisme et infrastructure de transports» est naturellement énorme, raison pour laquelle il est nécessaire de définir un cadre plus restreint qui soit représentatif de la problématique générale. Le texte qui suit se concentre donc sur le tourisme dans des régions périphériques (comme par exemple les Alpes). Dans un premier temps, la mobilité en générale est abordée sous l'angle de son évolution et des conditions-cadres qui la déterminent, en particulier les aspects socioculturels et économiques.

Ensuite, les aspects généraux abordés concernent les instruments de la mobilité touristique, que ce soit les modes de transports ou les infrastructures.

Enfin, quelques exemples sont présentés qui montrent que moins de mobilité est un plus et que les nuisances dues au trafic et aux infrastructures de transports dans une région touristique peuvent être gérées.

Introduction

La mobilité est un phénomène de société auquel il est difficile d'échapper. Pratiquement toutes les pulsions de la modernité y sont réunies. Dans la société occidentale, c'est particulièrement la voiture qui incarne la mobilité. L'automobile est passée d'un instrument permettant l'«automobilité» à un but en soi donnant à l'individu la possibilité de «participer» à la modernité.

Les quelques termes ci-dessous synthétisent à merveille ce phénomène :

Technique : je possède une voiture dont la vitesse de pointe est de 230 km/h, avec un lecteur CD, un téléphone portable «mains libres», 6 air-bags et un régulateur de vitesse.

Remarque : la fuite en avant de la technique automobile est en train de devenir un cercle vicieux. Les avancées de la technique ne sont plus que gadgets. Le potentiel d'amélioration de la sécurité, de la consommation énergétique et du bruit est soigneusement laissé en friche.

Rapidité : pourquoi faire en une heure un trajet que je peux faire en 20 minutes ?

Remarque : en fait, la rapidité de déplacement de l'homme est restée la même depuis l'origine de l'homme (4 km/h) (cf. Ivan Illic). La société est soigneusement laissée à sa naïveté et continue à produire et acheter des voitures pouvant rouler à 200 km/h alors que dans la plupart des pays, la limitation est de 120 ou 130 km/h. De plus, pour des raisons d'organisation et de volume du trafic ainsi que de capacité des infrastructures, la fluidité ne peut plus être assurée.

Liberté : lorsque j'aurai une voiture, je serai enfin libre... Tout ce qui va à l'encontre de mes désirs de chauffeur sont à considérer comme hostiles et injustes

Remarque : la voiture est le symbole de la victoire de l'homme sur le temps et sur l'espace. Et aussi un peu sur l'autre. La voiture incarne ce que l'homme a toujours cherché : se départir de la pesanteur pour se déplacer sans effort le plus vite possible dans la direction qu'il désire. En

fait, l'homme occidental est devenu esclave de cette «liberté». Pour assumer cette liberté, une infrastructure technique gigantesque et coûteuse a été développée (route, industrie automobile, distribution de carburant etc.). Actuellement, la croyance que les nuisances qui sont liées à cette mobilité peuvent être résolues techniquement, est intangible. L'exemple du catalyseur pour diminuer la pollution est un peu le correspondant de l'emplâtre sur une jambe de bois. En effet, l'augmentation du parc automobile et du nombre de kilomètres parcourus compensant négativement les effets positifs du catalyseur.

Sécurité : Dans ma voiture, je n'ai peur de personne lorsque je dépasse une Harley Davidson (son...).

Remarque : deux chiffres :

- en 1993, 47 800 personnes sont mortes sur la route dans l'UE et 3 300 000 ont été blessées. Ces chiffres émanent de Livre Vert de la Commission européenne ;
- en 1993, le transport routier était, en absolu, 6 fois plus dangereux que le rail.

Ce genre de chiffres est connu de tous les politiciens. Tous les utilisateurs de véhicules personnels sont conscients de la dangerosité de la route. Simplement, l'acceptation sociale du risque est élevée, plus élevée que par exemple l'acceptation de la mort par overdose ou par consommation de fromage au lait cru. Tellement élevée que l'on accepte d'en payer le prix, un prix qui, étrangement dans ce secteur, n'est pas assumé par l'utilisateur.

La mobilité : un choix de société

Même si beaucoup de politiciens osent encore dire que l'augmentation du trafic est dans l'ordre des choses, il serait temps d'oser une réflexion plus approfondie reposant sur deux questions :

- quelle mobilité voulons-nous pour le prochain millénaire ?
- par quels moyens voulons-nous assurer cette mobilité ?

Les limites de la technique

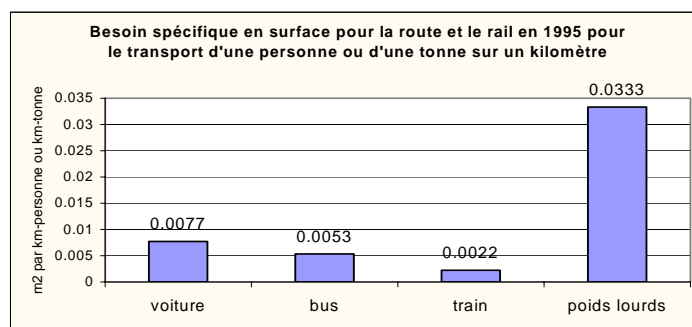
Il est beaucoup trop simple d'affirmer qu'on ne peut rien changer, que le développement de la technique permettra de résoudre les problèmes de nuisances, et de continuer à construire des infrastructures de transports sans pousser la réflexion plus avant.

Une route de contournement d'un site touristique présente par exemple une amélioration pour le centre de la station mais ne résout aucunement le problème général. Il s'agit uniquement d'un transfert des nuisances d'un lieu dans un autre. Cette politique s'attaque aux symptômes en évitant de résoudre le problème de fond. Si elle est légitime dans certains cas, elle ne peut constituer un principe (ce qui est encore le cas aujourd'hui).

Dissocier dans la tête ce qui est dissocié en réalité

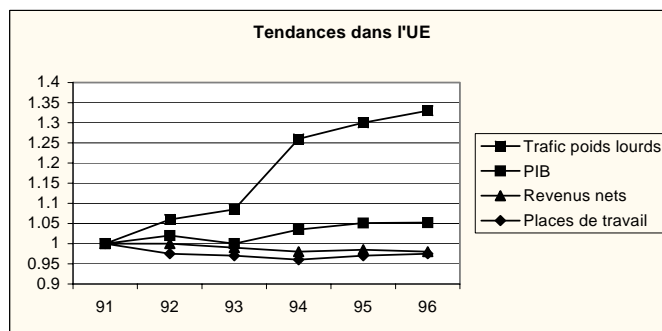
Il est nécessaire de dissocier la mobilité de la qualité de vie et de la bonne marche de l'économie. Ce mythe, cultivé par bon nombre de politiciens à tous les niveaux comme par les lobbies des transports, repose sur un système dont les moteurs sont les intérêts de quelques-uns et le manque de responsabilité des politiques.

- Qualité de vie et impact sur l'espace – Une partie de la qualité de la vie est constituée par le fait de ne pas être dérangé par le bruit et pouvoir respirer un air sain. Le bruit et la pollution occasionnés par un véhicule automobile privé sont des atteintes à la qualité de vie des riverains et plus avant, de l'ensemble de la population et de son environnement (gaz à effet de serre). Les effets sur l'occupation du sol sont gigantesques. Dans certaines régions alpines, les infrastructures routières occupent des portions de territoire très élevées par rapport à la surface habitable. En moyenne, la surface nécessaire par kilomètre-personne ou kilomètre-tonne est 3,5 fois plus importante pour la voiture que pour le train. Les poids lourds ont d'autre part besoin de 15 fois plus de surface pour transporter une tonne sur un kilomètre que le train.



Source : BMUJF, Vienne/A, 1997

– **Economie** – Depuis 1991, si le transport marchandise a augmenté de 35% en Europe, le marché du travail ne s'est pas amélioré, le revenu net a diminué et le PIB a subi une légère augmentation (voir graphique ci-dessous). Il est urgent que l'on sorte de ce schéma simpliste et faux qui lie de façon indissociable la mobilité (particulièrement la mobilité des marchandises mais également la mobilité en général) avec la qualité de la vie et la bonne marche de l'économie.



Source : OECD Economic Outlook, June 1996 (1995-96 : valeurs provisoires)

Le tourisme : une «invention» étroitement liée à l'augmentation de la mobilité

Le tourisme, et particulièrement le tourisme de masse, est une invention de notre siècle. En résumé, il est issu d'une part de la généralisation des «vacances» combiné avec la possibilité pour chacun de se déplacer sur de plus ou moins grandes distances. La démocratisation des vacances et de la mobilité ont créé le tourisme de masse que nous connaissons aujourd'hui.

Les inventions du tourisme

Bernard Debardieux propose une définition de l'Homo turisticus que nous ne pouvons nous empêcher de citer ici et qui est inspirée d'un livret de note imaginaire d'un hypothétique ethnologue :

Homo turisticus : Plus connu sous son nom vulgaire – le touriste – cet animal migrateur peut être observé dans des lieux aussi variés que la côte de Floride, le lac de Constance, la cathédrale de Milan ou les sentiers du Grand Paradis. Généralement présentée comme issue d'une mutation saisonnière dans les processus sont encore mal connus, l'espèce a surtout frappé nos contemporains par l'ampleur de ses migrations, son comportement grégaire et une extraordinaire capacité à dégrader l'environnement dans lequel elle s'installe. Mais si on connaît assez bien aujourd'hui les comportements de l'espèce, on connaît beaucoup moins bien leur fonction et leur signification car ils semblent ne servir ni à sa reproduction ni à sa conservation.

Le tourisme a eu un rôle de détournement de l'utilisation dominante d'un lieu et de colonisation d'autre lieu. Un exemple : la vallée de Chamonix existait avant l'arrivée du tourisme mais lorsque celui-ci s'y est installé, cet espace a pris une autre signification. Il a été mis en valeur par rapport aux attentes du visiteur et aux intérêts des gens du lieu. L'espace habité a été transformé pour accueillir le touriste. La montagne environnante, qui n'était qu'un espace hostile et inutile, est devenue un espace «utilisé», un lieu de découverte et de conquête pour botanistes, géologues et sportifs.

L'alchimie et la symbiose qui lient ces deux groupes d'acteurs (hôtes et visiteurs) déterminaient le succès d'un lieu touristique. A cette alchimie sont venus s'ajouter des facteurs surpar régionaux (nationaux ou internationaux) qui ont permis l'explosion du nombre de visiteurs par la construction de grandes infrastructures de transports et d'accueil. La gestion du surgissement brutal de nouvelles attentes dans un espace aux ressources limitées bute rapidement sur des problèmes qui n'ont pas été anticipés. Lorsque Chamonix a reçu l'autoroute, les habitants étaient très fiers d'être la première station de sports d'hiver alpine à être desservie par une telle infrastructure routière. Les premiers relevés de qualité de l'air, qui ont été publiés au début des années 90, ont nettement tempéré l'enthousiasme. L'avalanche des poids lourds et l'accident du tunnel du Mt Blanc en 1999 ont donné le coup de grâce à l'enthousiasme originel qui s'est transformé en cauchemar. Un conflit très net s'est développé entre les intérêts touristiques et les intérêts du transport. L'infrastructure routière qui avait été perçue comme un instrument de désenclavement et de développement économique et touristique est devenue l'ennemie numéro un de ce même développement.

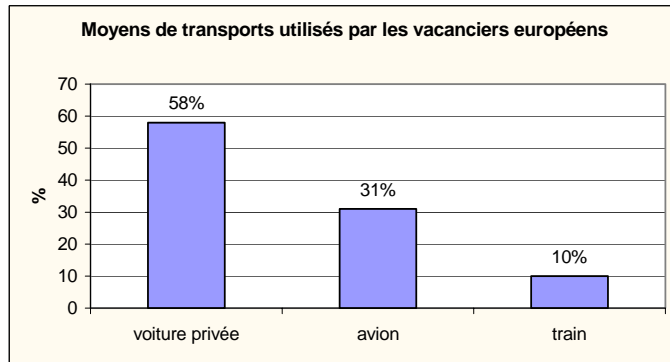
La mobilité actuelle du tourisme

La mobilité actuelle du touriste n'est pas compatible avec le développement durable. Le fait que pratiquement 90% des déplacements se fassent en voiture et en avion a des implications énormes sur la consommation d'énergie. Les nuisances qui en résultent sont à rechercher autant au niveau global (réchauffement du climat) qu'au niveau régional (bruit, pollution, destruction du paysage, accidents).

Le trafic individuel motorisé

Dans les Alpes, on estime que 20% du nombre de kilomètres parcourus sur la route, le sont par des touristes se rendant en villégiature dans les Alpes.

En Europe, les statistiques montrent que plus de 60% des touristes utilisent leur voiture privée alors que pratiquement un tiers se déplace en avion.



Source : Facts and Figures on the Europeans on holidays,
European Commission, DG XXIII 1998

– Le trafic motorisé individuel et les nuisances

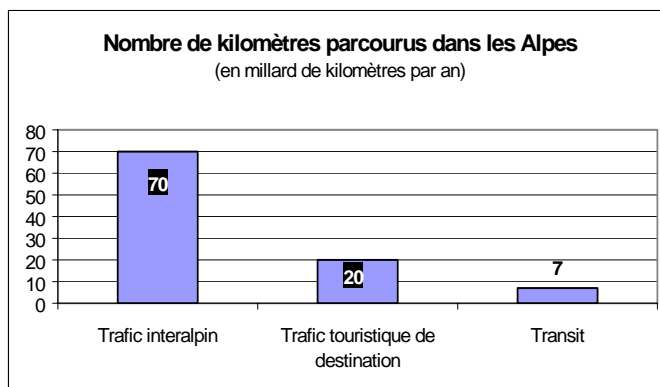
En Europe, la moitié de toutes les émissions de CO₂ liées au trafic sont dues à l'utilisation de la voiture individuelle. Cela représente 12% du total des émissions de CO₂.

L'utilisation de la voiture pour des activités touristiques a les conséquences suivantes :

- augmentation du trafic et donc des nuisances sur le trajet entre le lieu d'habitation et le lieu de villégiature (bruit, pollution, usure des infrastructures, risque d'accident) et ce pour les riverains et pour l'environnement ;
- augmentation des nuisances sur le lieu de villégiature, autant pour les habitants que pour les touristes ;
- augmentation de l'infrastructure liée au trafic dans la région touristique (routes, place de parc) ;
- diminution/disparition de l'attractivité des transports en commun, autant pour les habitants que les visiteurs.

Pour éviter ces nuisances, deux stratégies sont possibles :

- construire de nouvelles infrastructures routières (la technique nous sauvera de l'engorgement total). Cette politique de technocrates n'est pas une solution mais une fuite en avant. La construction d'une nouvelle route attire le trafic et vide les régions périphériques en rapprochant les grands centres ;
- prendre des mesures pour diminuer le trafic et le rendre plus efficace économiquement, socialement et écologiquement en effectuant par exemple un transfert de la route sur d'autres systèmes de transports plus économiques et plus respectueux de l'environnement, de la santé et du porte-monnaie du contribuable (solution allant dans le sens du développement et du transport durable autant au niveau social qu'économique et environnemental).



Source : CIPRA, Rapport sur l'état des Alpes 1998

– Les risques de la route

Selon le «Rapport sur les catastrophes dans le monde» publié en 1998 par la Fédération internationale des sociétés de la Croix-Rouge, les accidents de la route vont devenir, d'ici 2020, la troisième cause de mortalité dans le monde. En 1990, au moins un demi-million de personnes sont décédées des suites d'un accident de la circulation. Si dans ces statistiques, les pays en développement pèsent lourd dans la balance, les chiffres concernant l'Europe sont inquiétants. Selon l'UE, près de 50 000 personnes sont mortes dans des accidents de la circulation routière.

On le constate, la technique ne résout pas tous les problèmes. Il s'agit maintenant de mettre en place des stratégies qui sont du ressort des politiques et de la société. Celles-ci sont connues, et vont toutes dans le sens d'une diminution de la mobilité inutile, du développement d'une autre forme de mobilité, en prenant par exemple les mesures suivantes :

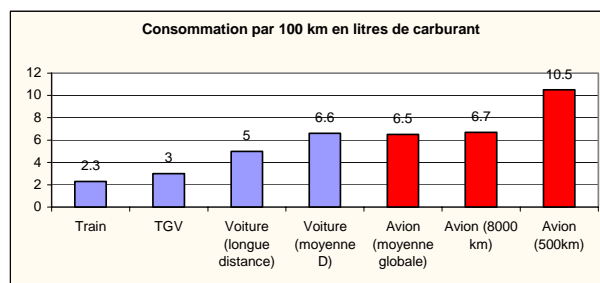
- diminution des vitesses autorisées (que ce soit sur le matériel roulant ou en rendant les infrastructures routières moins rapides) ;
- encouragement et développement des transports en communs (trains, bus, bateaux).

Les impacts du trafic aérien

Le transport aérien est depuis les années 80 en pleine expansion. La moitié des passagers dans les pays nantis est composée de touristes. Au niveau mondial, moins de 5% de la population a déjà effectué un trajet en avion et ces 5% participent de façon disproportionnée au changement de climat.

Dans la communication de la Commission au Conseil, au Parlement européen, au Comité économique et social ainsi qu'au Comité des régions (La politique commune des transports : Mobilité durable : perspectives pour l'avenir, point 26, 1998), la Commission annonce son intention de «présenter une communication générale sur le transport aérien consacrée aux problèmes de bruit et d'émission tant à l'échelon local qu'à l'échelon mondial». On se demande bien comment l'UE veut s'y prendre pour régler le problème au niveau mondial, «problème» qui n'en est plus un depuis 50 ans. C'est en effet à Chicago en 1949 qu'a été signée une convention sur le transport aérien, ratifiée par pratiquement tous les Etats de la planète. Celle-ci libère le kérosène de tout impôt et de toute taxe douanière. La directive 92/81/CEE de l'Union européenne prévoit également une exonération générale pour le kérosène. Aussi longtemps qu'il n'existera aucune instance décisionnelle correspondante qui puisse faire passer cette convention dans les «gadoues de l'Histoire», il ne sera pas possible d'agir efficacement contre l'explosion du volume de trafic aérien et contre les conséquences négatives qui en résultent. Le trafic aérien est un exemple de globalisation pour lequel la politique est totalement dépourvue de moyen de contrôle.

Les tentatives de développer chez l'utilisateur une conscience des effets occasionnés par le trafic aérien font bien pâle figure par rapport aux moyens et à l'attractivité de celui-ci. Des graphiques comme celui présenté ci-dessous ne suffisent de loin pas à décourager un utilisateur lorsque celui-ci peut s'offrir une semaine de soleil pour quelques centaines d'ECU sur une plage de Majorque.



Source : VCÖ 1997

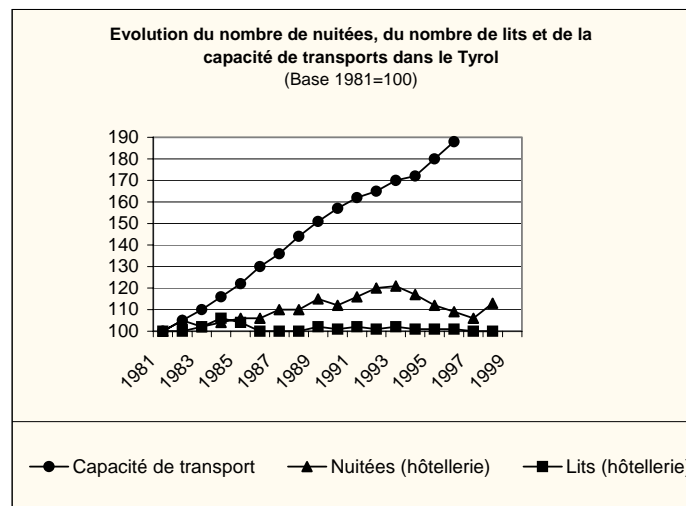
Le mythe de l'infrastructure de transports comme moteur du tourisme

La croyance que la construction d'infrastructures routières est un instrument pour améliorer l'économie d'une région a encore malheureusement de beaux jours devant elle. Dans le cas des Alpes, on observe une augmentation de la mobilité de proximité. Celle-ci concerne les habitants des grands centres urbains en périphérie des Alpes (Zurich, Genève, Munich, Lyon, Turin, Milan, Vienne). Du fait de la construction de routes à grand débit, il est devenu possible pour des personnes habitant jusqu'à 350 km d'une station touristique de s'y rendre pour une journée. L'effet est le suivant : la mobilité de proximité (ou tourisme journalier) est en train d'exploser avec les conséquences négatives suivantes :

- bouchon sur les grands axes de plaines entre les agglomérations et les Alpes (samedi/dimanche matin et samedi/dimanche/soir) ;
- nuisances sur le trajet (bruit, pollution, usure des infrastructures) ;
- nécessité de construire des places de parc dans la station touristique ;
- dégradation de la qualité de vie sur place pour les habitants et les visiteurs (paysage, bruit, espace, dangers, coûts etc.) ;
- diminution de la plus-value pour les personnes vivant du tourisme sur place.

Il est évident qu'en termes de plus-value pour la station touristique, il est plus intéressant de recevoir des hôtes passant plusieurs nuits sur place que des hôtes n'y passant que quelques heures.

L'exemple du Tyrol montre que l'augmentation de la capacité de transports n'est pas un facteur déterminant pour augmenter le nombre de nuitées. Le graphique ci-contre illustre le fait que l'évolution de la capacité de transports et celle du nombre de nuitées sont totalement dissociées. Entre 1992 et 1997, le nombre de nuitées au Tyrol est passé de 46 à 38 millions, ce qui signifie une baisse de 17%, alors que la capacité de transports augmentait de plus de 30%.



Source: Chambre des travailleurs et employés du Tyrol/A

Les mesures pour une mobilité touristique durable

L'objectif est aujourd'hui premièrement de diminuer le volume de trafic et deuxièmement de développer des formes de mobilité efficaces qui soient supportables socialement, économiquement et d'un point de vue environnemental. Ces mesures sont à prendre au niveau mondial et européen. Elles constituent le cadre qui permettra l'établissement d'une mobilité durable dans le domaine du tourisme.

Mesures au niveau international

Transparence et vérité des coûts du trafic

Les modes de financement des infrastructures de transports sont à ce jour encore obscurs. Les systèmes de subventions entraînent des mécanismes qui faussent le marché et le jeu de la concurrence. Il est donc nécessaire de prendre les mesures suivantes :

- information complète et accessible sur les modes de financement actuels des infrastructures de transports (routes, rail, aéroports, ports) (Livre blanc de l'UE 1998) ;
- passage rapide à des redevances reflétant les coûts effectifs occasionnés par l'utilisation de l'infrastructure pour atteindre un stade où la couverture des coûts est assumée par les usagers (Livre blanc de l'UE 1998) ;
- taxes spéciales dans les régions particulièrement sensibles d'un point de vue écologique et socioculturel (Déclaration de Vienne du Conseil économique et social des Nations Unies CEE-NU 1997 et Rapport du Parlement européen sur le Livre blanc 1999).

La vérité des coûts (y compris les coûts environnementaux) a été mise à l'ordre du jour à Rio en 1992. L'internalisation des coûts se retrouve également dans les lignes directrices de la politique des transports de l'UE. L'Union Européenne, par son Livre blanc, a lancé un pavé dans la mare de la confortable assurance des lobbies de la mobilité à tout prix, en affirmant qu'il était nécessaire d'instaurer une tarification équitable des infrastructures de transports. Le fait qu'il soit nécessaire d'instaurer une telle tarification est la preuve que celle-ci n'existe par encore, au nom de la «liberté» d'échange, pseudo liberté qui est payée au prix fort par les citoyennes et citoyens contribuables.

Le danger de cette stratégie est constitué par le fait que les nuisances environnementales sont «permises» aussi longtemps que l'on est en mesure de payer. D'un point de vue éthique, cette façon d'agir n'est naturellement pas soutenable. Mais le contexte actuel exige que l'on développe des instruments économiques qui soient en phase avec le système de fonctionnement du marché.

– Impact sur le tourisme

Les mesures prises au niveau international permettent d'influer sur le choix du mode de transports utilisé par les touristes entre leur habitation et leur lieu de villégiature. Ces mesures d'internalisation des coûts externes peuvent être combinées avec des mesures augmentant la commodité d'utilisation des transports en commun comme par exemple les billets combinés train-remontées mécaniques pour les sports d'hivers ou les abonnements généraux permettant d'utiliser indifféremment bus, trains, téléphériques, bateaux dans un pays ou une région.

Comme déjà évoqué ci-dessus, d'un point de vue global, la surface nécessaire pour les infrastructures pour le trafic automobile est deux à trois fois supérieure à celle nécessaire pour le train et le bus. En partant du principe que les touristes recherchent des paysages préservés et de la tranquillité, le fait de développer des infrastructures routières au-delà d'un certain seuil est tout à fait contre-productif. D'autre part, les riverains des routes et autoroutes empruntées par les touristes ont également droit à être préservés des nuisances. Enfin, un touriste qui se rend dans un lieu touristique avec son véhicule personnel exige implicitement que l'on mette à sa disposition une infrastructure lui permettant de circuler, de parquer, de faire le plein, etc.

– Impacts sur l'économie locale

Le tourisme est dans de nombreuses régions un facteur déterminant de l'économie locale. Les grandes infrastructures routières qui sont «offertes» à ces régions, le sont toujours dans des buts de «désenclavement», de «progrès», d'amélioration de l'accessibilité etc. Lorsque l'on analyse l'effet de telles infrastructures sur l'économie locale, on s'aperçoit qu'elles ont entre autre les conséquences négatives suivantes :

– Les visiteurs restent moins longtemps, le tourisme journalier explose et la plus-value pour la région diminue. Une personne arrivant en voiture dans un lieu touristique à 11h du matin et repartant à 17h30 consomme moins qu'une personne effectuant un séjour de trois jours et occasionne plus de nuisances. Les coûts pour la collectivité occasionnés par la présence de véhicules privés sont également élevés, que ce soit en termes de construction, d'entretien, d'intérêts sur le prix des mètres carrés occupés par les places de parc, de mesures de protection contre le bruit, d'infrastructures routières dans la localité, etc.

– Les circuits économiques régionaux sont désavantagés par la proximité soudaine de grands centres de production. L'économie régionale ne peut plus mettre en valeur ses ressources, ce qui a des conséquences sociales (pertes de places de travail, fermeture de PME, disparition d'activités traditionnelles). Ces événements entraînent une perte de l'attractivité et de l'originalité d'un lieu.

Mesures au niveau régional et local

La marge de manœuvre au niveau régional et local est souvent sous-estimée. Une étude effectuée dans le cadre du programme national de recherche PNR 41 en Suisse montre quelles sont les possibilités pour un lieu touristique de gérer le trafic.

L'objectif principal d'une meilleure gestion du trafic est d'améliorer l'attractivité touristique d'un lieu.

– PNR 41 : gestion et trafic sur les lieux de vacances

Neuf lieux de vacances ont été choisis pour être analysés (Arosa, Ascona, Davos, Engelberg, Gstaad, Leukerbad (Suisse), Bad Hofgastein (Autriche), Hochpustertal (Italie) et Obersdorf (Allemagne). De l'analyse sont ressortis quatre groupes de mesures :

- Groupe de mesures 1 – voies de déviation, interdiction d'accès au centre-ville pour les transports individuels motorisés et transformation du centre en une zone piétonne ;
- Groupe de mesures 2 – plusieurs dispositifs installés régulièrement pour atténuer la circulation à travers le centre-ville, interdictions partielles (interdiction du trafic nocturne) et limitation des passages ;
- Groupe de mesures 3 – attrait et expansion du transport en commun (horaires, réseau, prix) en partie de façon combinée avec des limitations de vitesse ou des interdictions partielles ;
- Groupe de mesures 4 – gestion et aménagement spatial des places de stationnement public.

Les conséquences principales de ces mesures sont les suivantes :

- Les voies de déviation ou routes de contournement (groupe de mesures 1) ne provoquent qu'un déplacement des nuisances. Globalement, il ne résulte aucun soulagement de circulation.
- La combinaison de plusieurs dispositifs (groupe de mesures 2) permet de calmer la circulation et de désengorger le centre. Des effets positifs sont observés sur la consommation d'énergie, de CO₂ les émissions, le bruit.

- L'augmentation de l'attrait des transports en commun (groupe de mesures 3) permet d'améliorer la balance énergétique, de réduire les émissions de CO₂ et la pollution atmosphérique. A court terme, on assiste à une baisse du taux de croissance du transport individuel motorisé.
- La gestion et l'aménagement spatial des parkings publics (groupe de mesure 4) ont une influence à peine mesurable sur le trafic et sur la qualité de l'environnement.

Comme on peut le constater, les mesures qui mènent à une amélioration de la situation du trafic dans les lieux touristiques sont relativement radicales. Cela implique une ligne politique claire de la part des autorités politiques locales et la participation des acteurs locaux. Un travail intense d'information est donc nécessaire pour que la mise en œuvre des mesures soit rapide et efficace. Sur le long terme, la politique locale d'aménagement du territoire est déterminante. Les zones à bâtir permettant un habitat dispersé contraignent les collectivités publiques à engager des dépenses inutiles dans la construction d'infrastructures, influent négativement sur la qualité du paysage, diminuent l'attractivité touristique du lieu et obligent les habitants et les visiteurs à utiliser des moyens de transports motorisés individuels.

- L'exemple des stations touristiques

Quelques stations touristiques alpines se sont distinguées depuis quelques décennies par le fait que le trafic individuel motorisé est totalement absent du centre (par ex. Association suisse des lieux touristiques sans voiture GAST) comme par exemple Zermatt, Saas Fee, Wengen etc.

La décision d'interdire le trafic automobile dans ces stations est la conséquence de différents processus. D'une part, certaines stations n'ont jamais eu de trafic (accessibilité uniquement par un téléphérique par exemple) ou ne peuvent pas avoir de trafic (rues trop étroites). D'autre part, certaines stations se sont décidées à éliminer le trafic du centre pour des raisons écologiques, des raisons de nuisances et de qualité de la vie.

Cependant, si cette interdiction a des conséquences positives immédiates au centre du lieu touristique, elle ne résout pas le problème du trajet des vacanciers jusqu'au lieu de villégiature. Les nuisances du trafic automobile jusqu'aux portes de ces stations doit également être réduit par des offres attrayantes dans le domaine des transports en commun, du transport des bagages, des horaires cadencés, du transport de la gare à l'hôtel, etc.

Conclusion

Les problèmes occasionnés par le trafic touristique doivent être résolus à tous les niveaux, du global au local.

Au niveau local, la marge de manœuvre existe et rien ne sert d'attendre que les instances nationales ou internationales mettent en place les conditions-cadres idoines pour commencer à prendre de mesures de diminution du trafic.

La capacité des infrastructures routières d'une région comme par exemple celle des Alpes ne doit en aucun cas être augmentée. Il est temps de mettre en place un système de transports en commun efficace et respectueux de l'environnement qui permette aux visiteurs de se rendre sur leur lieu de vacances dans les meilleures conditions. Un énorme travail de coordination et de développement des moyens de transport (train, bus) au niveau régional comme au niveau national et international est nécessaire. Les gains en termes de qualité de vie, d'utilisation d'énergie, de pollution, d'emprise sur le sol et de coûts pour la société sont évidents.

De façon générale, lors de la construction d'une nouvelle infrastructure de transports, il est nécessaire d'analyser l'impact de celle-ci sur l'économie régionale. Une nouvelle autoroute dans une région périphérique fait souvent l'effet d'un aspirateur des forces et des ressources humaines de cette région vers une région plus développée. Et le fait de créer de nouvelles infrastructures de transports rapides dans une région touristique implique pratiquement toujours un raccourcissement de la durée des séjours des vacanciers en plus des nuisances et de la dégradation du paysage. La plus-value diminue, les nuisances augmentent, pour les visiteurs comme pour les habitants. Cette politique ne va en aucun cas dans le sens d'un tourisme durable respectueux des gens du lieu, de leur culture, de leur environnement et de leur patrimoine.

Conclusions of the Session Chair

Mr Dušan BLAGANJE

State Secretary, Ministry of the Environment and Physical Planning, Slovenia

The challenge of finding the balance between tourism and sustainable spatial development is only possible through compatibility of ecological, social and economic, public and private, priorities and objectives based on the use of sound and sustainable planning, assessment and management tools and approaches.

This balance is even more precarious, when we speak about sensitive and protected areas, coastal zones and areas and mountain regions.

Several elements and instruments have been identified as being of importance in ensuring the balance between tourism and sustainable spatial development:

- Tourism activities should be planned with a view to integrate socio-economic, cultural and environmental considerations at all levels;
- Ecological, social and cultural carrying capacity of each location should be respected;
- Tourism activities should be subject to mandatory environmental impact assessment;
- In the case of coastal zones integrated coastal areas management (ICAM) is required to lay the foundation for sustainable development, which will reduce or eliminate pollution, rectify other impacts and prevent these occurring in the future;
- In ecologically and culturally sensitive zones tourism should be restricted and where necessary prevented;
- Tourism activities, which encourage the use of public and non-motorised transport, should be supported.

3rd SESSION

**Integrated tourist planning
in the different territorial fields**

3^e SÉANCE

**La planification intégrée du tourisme
dans les différents domaines territoriaux**

Sustainable tourism – the product of early environmental planning, assessment and management

Mrs Maria DO ROSÁRIO DO PARTIDÁRIO
Assistant Professor, New University of Lisbon, Portugal

...a requirement of sound management of tourism is that the sustainability of the resources on which it depends must be guaranteed (Principle 1)

The conservation, protection and appreciation of the worth of the natural and cultural heritage afford a privileged area for cooperation. This approach implies... a major effort to create and implement integrated planning and management instruments (Principle 5)
(Charter for Sustainable Tourism, Lanzarote, 1995)

Introduction

The purpose of this paper is to argue on the need for the establishment of integrated development frameworks to assist the promotion of sustainable tourism.

By integrated development frameworks it is understood the articulation and compatibility of ecological, social and economic, public and private, priorities and objectives, based on the use of sound and sustainable planning, assessment and management tools and approaches.

The understanding of planning in this context is not that of a prescriptive blueprint only, based on legal and administrative rules and regulations that determine medium and long-term development outcomes.

The emerging world experiences that are based on concepts of sustainable resource management and planning are showing significant signs of change in the way planning can articulate, and overview, development, and thus increasingly operate on a strategic level, providing a framework for sound development to proceed.

The New Zealand experience, with the adoption, in 1990, of the Resource Management Policy, is quite illustrative of this perspective, whereby planning is more based on the sustainable use and management of the ecological and social resource base, providing for an integrated use of sustainable planning and environment management tools.

Such situations offer the empirical background upon which it is possible to argue on the need to relate planning and development on a different basis, and hence provide for new ways of promotion of sustainable tourism development.

Background

Tourism can be sustainable, but doubtly it will be self-sustainable.

This means that the sustainability of tourism does not result from tourism entrepreneurs and managers good environmental intentions, but depends extensively on the maintenance of a balanced resource-base, adequate infrastructures, sound environmental management, trained personnel, complemented by an overriding environmental policy and adequate investment capacity.

If we take the overall accepted objectives of regional land-use planning, than setting the framework for sound development, to respond to the above issues, is all that planning is about.

Experience shows however that tourism development is more often the result of private investments than the legitimacy of sound integrated (spatial, social and economic) planning policies.

Typically, spatial planning, and even tourism development planning, in emerging, and existing, tourism destinations, follow the venture created by the first investors, who in fact decide on the tourism nature, and hence, on the use of the resource-base of a region or place. Very seldom, if at all, spatial planning proceeds such development initiatives.

Ultimately the cause for the emergence of tourism lies on the ecological, physical and/or social features of the place, that stimulate the attention of the investor, and offer good commercial prospects.

It can be argued that market forces are thus leading the way and that this stimulates development which, otherwise, might not exist.

While the argument can be reasonable, the fact is that the most attractive tourism places are increasingly occurring in less developed areas where the economy is extremely fragile and dependent on external investment, where the social structure is highly vulnerable to critical changes, where the ecological resource-base is rich and diverse but often extremely sensitive and easily disrupted, and where the proactive nature of planning is still often inexistent.

Paradoxically, these are the areas that offer a greater opportunity for sustainable tourism to genuinely take place and where tourism may be, at the present time, one of the key economic opportunities with realistic viability.

Frequently, where tourism has already made its way and determined the future economic prospects of the region, spatial planning will assume its role of a common legal framework, offering basic rules that will save, and ensure, the societies interest in privately owned spaces.

The degrees of success depend however on the management capacity, and strength, of planning authorities and on the coherence, and co-operation, of short and long term, private and public, objectives and values.

Three questions thus remain:

- i.* Will sustainable tourism be possible if this trend persists, or should planning leadership be in place, proactively, and based on environmental assessment and management approaches?
- ii.* What are the conditions to make that approach be reasonably accepted by the market?
- iii.* When will the concept of a balanced environmental resource-base capital, as a crucial condition for sustainable tourism development, be finally accepted by both the public spatial planning and the private market?

On the relationship between tourism, planning and the environment

The relationship is obvious, or may be not.

If we put it simply, it can hardly be arguable: the environment offers a capital of resources, tourism uses resources, planning is about resources management and environmental planning is about adequate and sustainable resources management.

However, the disregard of environmental balances in tourism development, the apparent conflict between tourism and planning, namely because of the absence of adequate planning guidance, and the evidence of ecological impacts and social disruptions shows that this relationship is, after all, quite not so obvious.

It can be argued that the problem lies with questions of consistent objectives, priorities, trade-offs and timing. So, how to address the problem and how to design ways of action that may conduct to an improved outcome?

First thing is that institutional and procedural arrangements must be in place to enable adequate consideration of the problem. The decision-making systems must be open and flexible informed and participated. There are inter-sectoral issues that must be addressed and considered.

Guiding policy and consistent sustainable development criteria must orientate development rather than being determined as a consequence. The consequences of taking decisions must be adequately analysed and the impacts assessed, and taken into account before proceeding in one, or other direction.

The ecosystems are usually the affected entities. Vegetation, fauna, human beings and the physical territory establish strong interrelationships, each of them also comprising complex intrarelations. These are at the core of the functioning of the territorial systems.

These are also the elements, which reflect the impacts of the effects imposed by human activities. Whenever the existing relationships are overlooked the balance is disrupted, and the impact results from the extension, and reversibility, of the disruption.

Approaching environmental problems involves the consideration of various different issues that are often disregarded such as, for example, environmental risks related to human health and ecological diversity. Because they are difficult to quantify, risks tend to be rather ignored in environmental analysis.

Environmental and ecological economics provide mechanisms, such as the consideration of intangible costs and its internalisation in traditional project accountancies and feasibility analysis, that can at least help to incorporate the loss of utility arising from resources depletion and the costs of mitigating negative impacts.

From a natural resources management point of view, it is now currently accepted that environmental and economic issues can not be in opposition but have to be brought together in the most balanced and sustainable way.

Environmental management involves creating the necessary conditions that will allow development to be based on the correct utilisation of environmental resources, provided that its quality and quantity will not be depleted and its value, in terms of future potential utilisation, will not be undermined (Partidário, 1998a).

A fundamental requisite is that it is necessary to adopt and follow proactive rather than reactive, or corrective, attitudes and actions. When approaching the environmental and territorial problems attention must be focussed on the strategy to be followed, rather than just on the solution or outcome that is aimed to be achieved. A carefully planned strategy will enable more effective actions towards expected outcomes.

Agenda 21 for the travel and tourism industry, jointly produced by the World Travel and Tourism Council (WTTC), the World Tourism Organization (WTO) and the Earth Council (WTTC, WTO, BTO, 1995) provides for strong articulation and interrelationship of spatial planning and tourism development. Two priority areas are particularly clear in that regard:

- Public institutions Priority area iv: planning for sustainable tourism development
Objectives: to develop and implement effective land-use planning measures that maximise the potential environmental and economic benefits on Travel & Tourism while minimising potential environmental and cultural damage.
- Private companies Priority area vii: land-use planning and management
Objectives: to deal with the multiple demands on land in a equitable manner, ensuring that development is not visually intrusive and contributes to conserving environment and culture while generating income.

There is indeed international political recognition that the relationship between tourism, planning and the environment is indispensable towards more sustainable practices.

Sustainable spatial planning and the integrative framework

Sustainable tourism is an emerging concept that attempts to reconcile economic objectives and the maintenance of the tourism development resource-base.

The natural and cultural characteristics of a region, and its social features, represent the overall resources that lead tourism demand. As such, tourism activity can only be feasible in the long-term if it will ensure that the resource-base, upon which tourism itself depends, will be maintained and improved.

The World Tourism Organization offers the following reading (WTO, 1993) of three main principles of sustainable development:

- Ecological sustainability ensures that development is compatible with the maintenance of essential ecological processes, biological diversity and biological resources;
- Social and cultural sustainability ensures that development increases people's control over their lives, is compatible with the culture and values of people affected by it, and maintains and strengthens community identity;
- Economic sustainability ensures that development is economically efficient and that resources are managed so that they can support future generations.

It is absolutely crucial that spatial and regional planning, itself, as a publicly structural and strategic activity, also adopts the fundamental principles of sustainable development. That is an essential condition for a common approach and basis of understanding, between tourism and planning.

On the other hand, planning must adopt a proactive, and leading position, with respect to development processes, while offering the meeting context for sustainability and development priorities to coexist.

Traditionally, spatial planning indicates *where* tourism infrastructures are to be located (e.g. Regional Plan). It is normally a zoning mechanism based on a diagnosis of where the tourism resource-base is available and is suitable for development, meeting political priorities and defining rules of exception or of what can not be done.

But spatial planning should be more. It should identify for tourism, in line with the needs of other development sectors:

- What are the resources tourism can use and benefit;
- Where are they located;
- To what extent can they be used (carrying/thresholds capacity) without undermining its natural capacity, and respecting its limits;
- How can they be used (consistent with the potential use of the same resources by other economic activities).

The New Zealand experience can be briefly referred to simply illustrate a different way of dealing with planning, development and sustainability. It is definitely a unique experience in the world and the best example of integrated environmental policy.

From a Town and Country Planning traditional system, which coexisted with separate legislative requirements for sectoral development and environmental assessment and management, it evolved to integrate into a single Act the whole spatial planning, environmental control systems and environmental impact assessment, which are now brought together in a nicely articulated framework that has revolutionised the extent to which institutional, policy-making and decision-making frameworks can be modified and improved.

A major change in practice has occurred as a consequence of this Act in that plans are required to reflect an effects-based planning approach rather than the prescriptive style of former plans. Where plans used lists of activities in traditional types of zones, new approaches such as the performance effects-based system, based on sieve approaches and codes of practice, are now in use.

The sieve approach is a series of tests that rely on performance standards and design guidelines that a proposal has to meet before it can be permitted. Most planning authorities are now introducing an effects-based context in their planning systems, so the plans will contain more standards and assessment criteria with which to evaluate proposals.

As such, any activity can take place on land unless plans specify otherwise and the activity does not conform with the quality performance standards in the Act. One of the fundamental requirements of the New Zealand Resource Management Act is the need to consider cumulative effects.

Other countries have been developing systems that aim at the integration of spatial planning and environmental assessment and management as a background for sustainable development, particularly where tourism development is certainly an economic priority. South Africa and Costa Rica are two examples where, through the adoption of national strategies for sustainable development and a consistent integrated legal framework, attempts are being taken to reconcile tourism development with the fragile ecological systems.

Other experiences, such as the example offered by Morgan and Onorio (1998) in the island of Tonga, in the South Pacific, reveal that, even if you do not have all the legal requirements, you may nevertheless take the initiative and do it. By changing the traditional way of doing plans!

The role of environmental assessment and management

Environmental assessment and management approaches may still be in its infancy when compared to planning. However, its contribution to sound and sustainable decision-making has been extensively experienced and already recognised all over the world, given its capacity to:

- anticipate and minimise impacts;
- ensure environmental quality and a balanced development;
- certify the quality of the final product.

A significant range of tools are available to perform the above functions, such as for example: Environmental Impact Assessment, Strategic Environmental Assessment, Cumulative Impact Assessment, Risk Assessment, Health Impact Assessment, Social Impact Assessment, Post-project Impact Assessment and Monitoring, Environmental Auditing, Environmental Management Systems.

Efforts towards the establishment of more sustainable tourism practices and integrated development frameworks have much to benefit from the application of environmental assessment and management tools, such as those above mentioned.

The opportunity for application is not restricted to planning design stages, but will occur all along the decision-making process. The issue at stake is the capacity to ensure that key ecological, social or economic criteria for sound and sustainable decision are being contemplated, and influencing the final decision and the quality of the project.

The application of these tools and approaches to spatial and regional planning is increasing. Strategic Environmental Assessment (SEA) has been evolving as the instrument specifically designed to assist the policy and planning processes, by ensuring the systematic integration of environmental concerns from very early stages (Partidário, 1996, 1999a).

A number of countries and international and multi-lateral agencies and banks are adopting procedures and displaying examples of how SEA can be incorporated into the policy and planning processes with significant advantages to the quality of final decision (Sadler and Verheem, 1996, Therivel and Partidário, 1996).

At the operational level, environmental management systems are being instrumental in contributing to the significant improvement of the environmental quality of products and services. ISO 14001 and the European Environmental Management and Auditing Schemes (EMAS) are providing fundamental guidance, and requirements, for this purpose. Specific application to the tourism activity is still emerging (e.g. WTTC and the promotion of the Green Globe award programme) but promising to be of great benefit to the environmental quality of tourism destinations (Partidário, 1999b).

A major international study on the Effectiveness of Environmental Assessment was undertaken between 1993 and 1996 (Sadler, 1996). All the above tools, and many others were reviewed in terms of their actual and potential application. It was clear that better decisions were resulting from the incorporation of environmental assessment and management tools in the decision process.

One of the key learnings with the application of environmental assessment (EA) and management approaches is indeed its integrative capacity. Three forms, or levels of integration, can be considered (Partidário, 1998b):

S u b s t a n t i v e (technical and methodological) integration referring to:

- a.* the integration of physical or biophysical issues with social and economic issues;
- b.* the integration of emerging impact assessment issues such as health, risks, biodiversity issues with traditional biophysical, social and economic EA approaches;
- c.* the integration of cumulative impact assessment, technological assessment public participation and other such broader approaches in EA;
- d.* the integration of the different applications, and experiences with the use of particular tools such as Geographic Information Systems, multicriteria analysis and assessment or evaluation;
- e.* the integration of professionals and terminologies in true interdisciplinarity teams.

P r o c e d u r a l integration referring to:

- a.* the integration of land-use planning, EA and resources management;
- b.* the integration of sectoral permitting/licensing processes and EA;
- c.* the integration of public participation in its various forums (EA, land-use plans, governmental regulations, permitting processes).

P o l i c y integration referring to:

- a.* the integration of sectoral regulations;
- b.* the integration of sectoral strategies;
- c.* the timing and opportunities of political intervention;
- d.* institutional co-operation.

The substantive integration offers the capacity of fully articulating economic, social, biophysical, risks and health issues, and more recently also global issues such as biodiversity and climate change. This is about putting all these issues on the discussion table, on the priorities agenda, and address these on a fair basis, consistent with policy intentions. It is also about articulating the various different methodologies towards a final consistent product.

Regarding other forms of integration, such as procedural and policy integration, this is related to the integration of systems of public participation for EA, planning, regulatory proposals, and permitting systems. Or integrated permitting and EA systems. Or even the institutional co-operation, which is increasingly one of the key doors towards success concerning integration, EA effectiveness and positive trends towards sustainability.

Closing remarks

The integrated management challenge is about providing the bigger picture, a visionary approach towards sustainability and liaison with economic development, involving stakeholders, dialogues, identifying key issues and what needs to be done to achieve these objectives.

Resource and environmental management policies, such as the New Zealand experience demonstrate, can act as powerful tools that are steaming up towards a full integration in environmental management.

They have the potential to provide a forward looking oversight into environmental management and sustainability, moving away from the critically relevant, but enormously limiting notion of assessment and decision on a project-by-project basis.

Even when assessing projects, it is necessary to bear in mind the larger policy and inter-sectoral framework in which the projects develop, the political and institutional limitations associated for example, with the actual adoption by decision-makers of the EA recommendation, with the effective implementation of mitigation measures and monitoring schemes.

The role that planning must play should be that of a fundamental policy framework, incorporating principles of sustainability, calling for an extended environmental assessment procedure that addresses national and local initiatives, creating policy operational instruments such as the environmental implementation and environmental management plans, the conflict resolution mechanisms and environmental management co-operation agreements, involving people, offering an institutional and a procedural framework under which a number of environmental management tools, such as EA and SEA, monitoring and public participation can be accommodated and articulated in a balanced way.

As Figure 1 tries to reflect, more than a one-way flow of use of environmental resources, with planning acting as a prescriptive tool and tourism leading the way, it is fundamental to move to a more integrated approach whereby planning provides the resources management framework, through sustainable planning and management, for both the sustainable use of the environmental resource-base capital and the guidelines for efficient tourism development.

The trend into the 21st century is certainly towards greater integration of policies, approaches and measures. Integration however is difficult to achieve. Dealing with the whole, and yet respecting the consistency of each part of the system, is a major challenge.

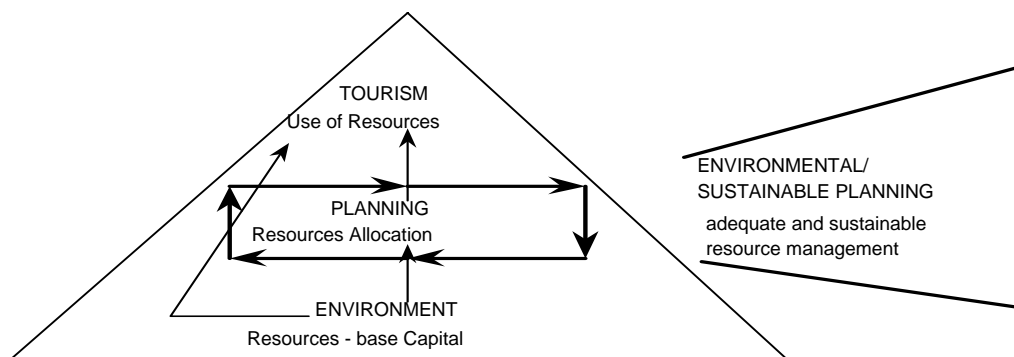


Figure 1 – The key role of Planning in a Sustainable Resource Management Context: from simple resources allocation to sustainable management

Sustainable tourist strategies at the national level

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The last decade of the 20th century has been characterised by a growing concern towards sustainable development. One of the important milestones in this regard during the last decade was undoubtedly the Earth Summit held in Rio de Janeiro in June 1992. This summit marshalled a political commitment towards development and environment issues at the highest level and placed the issue of sustainable development at the heart of the international agenda. The culmination of this summit was Agenda 21 which constitutes 'the centrepiece of international co-operation and co-ordination activities within the United Nations system for many years to come.

Tourism development has also geared up to integrate the concept of sustainable development particularly in plan and policy formulation. The last decade has seen innumerable meetings, seminars, and colloquies on this subject. A number of Charters were also drafted and agreed on by various agencies as well as governments.

A number of declarations and charters have been written and agreed to by a number of countries and international organisations. The first ministerial conference on tourism within sustainable development was held in Hyeres-Les-Palmiers (France) in 1993. During this conference a Euro-Mediterranean Declaration on Tourism within Sustainable Development was adopted and signed by all the Ministers of the countries bordering the Mediterranean. This was followed by the preparation of the Mediterranean Tourism Charter which was adopted by the Minister for Tourism in Casablanca (Morocco) in 1995.

In signing this Charter the Mediterranean States recognise that:

- The development of the area should be based on a planned approach integrated with other social and economic sectors, respecting the various cultures and the environment;
- The Mediterranean identity, which is a result of a long and common history, has to be protected, enhanced and promoted;
- All parties commit themselves to respect a code of ethics, particularly in utilising the natural and cultural resources, building infrastructure and facilities, marketing and promoting Mediterranean products and services.

Another important milestone was the UNESCO world conference on sustainable tourism, which was held in Lanzarote in 1995. The participants at this conference adopted an 18-point Charter for Sustainable Tourism, which has had a significant impact. These principles include the following:

- The active contribution of tourism to sustainable development necessarily presupposes the solidarity, mutual respect and participation of all actors, both public and private, implicated in the process, and must be based on efficient co-operation mechanisms at all levels: local, national, regional and international;
- Quality criteria both for the preservation of the tourist destination and for the capacity to satisfy tourists, determined jointly with local communities and informed by the principles of sustainable development, should represent priority objectives in the formulation of tourism strategies and projects;
- All options for tourism development must serve effectively to improve the quality of life of all people and must influence the socio-cultural enrichment of each destination;

- The promotion of alternative forms of tourism that are compatible with the principles of sustainable development, together with the encouragement of diversification represent a guarantee of stability in the medium and long term. In this respect there is a need, for many small islands and environmentally sensitive areas in particular, to actively pursue and strengthen regional co-operation;

- The travel industry together with bodies and NGOs whose activities are related to tourism, shall draw up specific frameworks for positive and preventive actions to secure sustainable tourism development and establish programmes to support the implementation of such practices. They shall monitor achievements, report on results and exchange their experiences;

- The adoption and implementation of codes of conduct conducive to sustainability by the principle actors involved in tourism, particularly industry, are fundamental if tourism is to be sustainable. Such codes can be effective instruments for the development of responsible tourism activities.

The Berlin Declaration which was adopted at an international conference on biological diversity and tourism in Berlin 1997 sets out a number of key principles in this regard:

- Sustainable tourism allows for the rational use of biological diversity and can contribute to the preservation of that diversity;

- The development of tourism must be controlled and carefully managed so that it remains sustainable;

- Particular attention must be paid to tourism in ecologically and culturally sensitive areas, where mass tourism should be avoided;

- All parties concerned, including in particular the private sector, have a part to play in bringing out the sustainable development of tourism, and voluntary initiatives (codes of conduct, quality labels) should be encouraged;

The above mentioned principles were also amongst the actions identified in the Barbados report on Small Island States in 1994 and particularly to:

- Ensure that tourism development and environmental management are mutually supportive

- Adopt integrated planning and policies to ensure sustainable tourism development, with particular attention to land-use planning and coastal zone management, requiring environmental impact assessments for all tourism projects; continuous monitoring of environmental impact of all tourist activities; and the development of guidelines and standards for design and construction taking into account energy and water consumption, the generation and disposal of wastes and land degradation, the proper management and protection of eco-tourism attractions, and the carrying capacity of areas for tourism

- Identify and develop facilities to meet specific niche markets, particularly in eco-tourism, nature and cultural tourism, and involve local populations in the identification and management of natural protected areas set aside for eco-tourism

- Adopt measures to protect the cultural integrity of small island developing States.

The work of the Council of Europe in this regard has also given positive input towards encouraging a greater awareness amongst its member countries on the importance of developing a sustainable tourism sector and encouraging action particularly at the national levels. Through the work of the Group of Experts on Tourism and Environment within the Directorate of Environment and Local Authorities the following general recommendations were drafted and approved by the Committee. The group has produced the following recommendations:

- A General Policy for Sustainable and Environment-Friendly Tourism Development (September 1994);

- A Sustainable Tourist development Policy in Protected Areas (September 1995);
- A Policy for the Development of Sustainable Environment-Friendly Tourism in Coastal Areas (June 1997).

These recommendations provide a set of principles for member states on which to formulate their respective policies and strategies with regard to tourism development to ensure a harmonious relationship between environment protection and conservation and tourism development. These include the following actions:

- The principles of prevention, precaution and remedial action allied with the need for sustainable development should underlie any tourism development policy;
- Every planned tourism activity or development should be geared to sustainable development and its impact on the environment assessed; environmental considerations should be integrated into the decision making process from the start of the project;
- Tourism development should be a gradual process and not outstrip infrastructure improvements. Tourism projects should be carried out within the limits of the local infrastructure;
- Tourism should be developed so that in addition it benefits the community, provides support for the local economy and takes account of the latter's ability to absorb development;
- Tourism activities and amenities should be carefully located in carefully chosen areas so as to restrict development in sensitive regions;
- Tourism activities and development must respect the scale, nature, character and capacity of the local physical and social environment of the place in which they are sited, as well as natural resources, landscape quality, historic and archaeological heritage and cultural identity. To this end every project should be subjected to an environmental impact assessment.

These are all general principles, which provide a basis for the individual countries to adopt and incorporate in their national tourism development strategies. However, in order to implement the general principles national authorities should:

1. develop national strategies for sustainable and environmentally-friendly development;
2. ensure that the various policies and decision-making levels are coherent and consistent. Tourism development is to be considered in terms of both the overall economy of a country and the local economy;
3. attempt to draw up an inventory of the country's cultural and natural resources and set up a legislative framework to enhance and protect them where necessary;
4. preserve areas designated as vulnerable by following a policy of land use control and through purchase, renting and management agreements;
5. draw up a national tourism policy taking full account of the environment and defining the role and importance of tourism in the national economy, provide environmental education and training for tourism professional ;
6. control tourist demand and flow by staggering the tourist season and easing pressure on certain sites by developing other centres of interest;
7. diversify what is on offer for tourists by encouraging new types of activities as alternatives to mass tourism, based on an interest in the country concerned and knowledge of its heritage, culture and way of life;
8. consider where appropriate, the development of a tax incentive scheme to encourage environment-friendly tourism development projects;
9. consider the possibility of introducing sanctions penalising those responsible for activities harmful to the environment, geared above all to preventing harm.

Planning at the strategic level

Planning at the strategic level is important since it gives the general direction to planning at other more detailed levels and particularly regional and local planning levels.

It is also the planning level where an integrated approach to planning is necessary to ensure that the spatial demands by the various development sectors are addressed in consideration of the implications and impacts on each other and hence achieve, as much as possible, a co-ordinated spatial development plan. This is very often the role of Structure Planning.

Strategic planning has also a long-term time-frame. This process of forward planning looks into the future and directs development to achieve long-term goals. Therefore, measuring the success or otherwise of such a form of planning in terms of whether goals have been achieved or otherwise as a result of the strategies implemented is not so easy and results may be more apparent in the long term future e.g. increased awareness for environmental conservation, effective management approaches to tourism development.

The formulation of National Tourism Plans are equally important in setting a destination's future tourism strategy. Such plans should determine tourism's overall role in a destination's economy, provide a framework to encourage development of tourist facilities in harmony with the conservation of natural, cultural and social resources, identify the roles of various localities in the development of the tourism product and set the pace for tourism development.

Actions being taken with regard to national strategies

The first part of this talk has looked at the international scene which has provided innumerable opportunities to provide guidance on integrating sustainable development principles with tourism development. Some of these are principles which countries may wish to take up and adapt to their own situation, others, on the other hand, are commitments to which governments have agreed to adhere to. The actions being taken can be subdivided into the following categories:

- marketing strategies,
- planning strategies,
- legislative strategies,
- economic strategies.

Marketing strategies

The marketing strategies of many tourist destinations in the past was very much based on a market or demand led approach. In this sense destinations adapted their resources to accommodate tourist demand and provide products and facilities to suit the needs of such markets. This approach has led to the much-undesired unplanned development, particularly in the mass tourism resort destinations. In this race to attract tourist numbers destinations marketed products which in the long term could not be sustained. This has been proved with the fall of the seaside resorts and the actions being taken to rejuvenate such resorts.

Marketing then took a more resource led approach whereby destinations identified their strong aspects, which could attract interest from the international tourist markets and sought ways to promote these aspects. The cultural and historic elements, ecology, rural environment, as well as other aspects consequently gained importance in the marketing of the tourist product. For example, Cyprus has developed various programmes for the promotion of rural tourism development particularly agrotourism as well as other forms of special interest were introduced to diversify tourism to other parts of the island, particularly into rural and mountain areas, thus enriching the experiences of visitors.

Tourism is a competitive industry and destinations compete with each other to attract tourism business to their shores. Whilst in the past this has led to destinations offering similar products there is now more co-operation. This is manifest in the various joint agreements and actions being taken amongst countries. This co-operation has been extended further not only at the level of joint marketing efforts but also at the level of co-operation on the environmental front. The Caribbean Environment Programme, established in 1981 by various governments in the region is one such programme. 34 member countries provide the funding for this programme. One other advantage of such co-operation is the joint agreement on the image to be promoted by each destination, which would reflect and respect the characteristics of the destination. San Marino is seeking to develop products, especially the heritage and traditional crafts, that would place it in a position to market itself autonomously from the Adriatic Riviera.

The introduction of eco-labels has also gained support at the national and international levels. Environmental awards and competitions as well as ecological quality seals can be effective marketing instruments, capable of improving the environmental quality of tourism products and services, whilst at the same time providing the customers with help and guidance in making their purchasing or travel decision (Hamele, 1996). This is often voluntary but such instruments are increasingly gaining importance as customers are increasingly demanding environmental quality in their travel products. At the national level one can refer to the Blue Flag and the Green Flag eco-labels. Other examples include the Eco-Tourism Prize in Upper Austria, the National Award for 'Environmentally-friendly Tourism Resorts' in Germany, the International Hotel Association Environmental Award, the Swedish Environment & Tourism Prize, the Tourism Prize in The Netherlands and the European Union's European Prize for Tourism & the Environment.

Planning strategies

Planning is at the heart of sustainable tourism development. In this respect a number of plans have been drafted. In Spain the Framework Plan for Spanish Tourist Competitiveness, which has been in operation since 1992 had the following goals:

- The conservation of natural and urban amenities which are in harmony with carrying out tourist activity;
- The recovery of tradition and cultural roots connected with tourist activity
- The promotion of the historical, monumental or traditional heritage which might interest tourism.

Part of this programme are the Tourist Excellence Plans which are aimed at test towns with ambitions for tourist excellence by improving their natural or urban surroundings and environment. These plans have been implemented on the traditional seaside resorts where local authorities and private actors undertake to improve competitiveness or to extend their activity by improving quality and diversifying supply. In this way the image of the destination is improved.

Spatial planning strategies should seek to ensure that:

Concentrated development should be limited to adequate zones instead of random, haphazard development everywhere. The Malta Tourism Authority, which will be set up shortly and the Planning Authority in Malta are collaborating on the setting up of special Tourist Zones. Criteria to determine such zones are being discussed and this should lead to directing tourist development into more appropriate areas rather than having tourist development conflict with other functions e.g. residential. Albania, in its drive to develop tourism in harmony with the environment has identified Priority Tourism Zones. In these zones tourism is given priority and investors are offered special incentives particularly with regard to the importation and exportation of foreign currency, transfer of funds and various other fiscal incentives.

Land-use strategic plans are important in identifying areas for tourism development and prohibiting unplanned development into areas, which have not been designated for development, ensuring proper use of the land and reduce environmental degradation. The Planning Policy Guidelines in the UK are an example of such measures.

Environment Impact Assessment has increasingly become an important planning and environmental management tool. Several countries make it a condition that certain developments must carry out an EIA as part of the development planning process. In Cyprus, Environment Impact Studies must be submitted with all major projects. In France such studies have been carried out since 1977.

Spatial planning in certain countries has proven to be an effective measure to direct tourism development into appropriate areas and protect vast extents of land. Denmark has a very effective planning practice at the national, regional and local levels, with a high degree of public participation. During the last 20 years, tourism development, especially in the coastal zone, has been regulated by national planning directives. Legislation states that the coastal zone, generally 3 km from the beach, is of national importance for landscape and nature values. In this zone, for example, designation of new areas for summer cottages is banned. Such a strategy varies from country to country, for example, in France no new constructions are permitted within 100 metres of the seashore.

The formulation of building regulations is another important strategy towards ensuring that building activity is consonant with the surrounding character. Greece has set out building regulations in urban and rural areas with the aim of preserving the traditional settlements, historical buildings and maintains the Greek vernacular architecture.

The decision by a number of countries to carry out carrying capacity studies is another important step towards a strategy that should ensure a level of development within the capacities, both physical and social, of the destination. Malta is currently at an advanced stage of concluding such a study whilst other countries have completed such studies thus setting a threshold within which tourism development will be permitted. However, in most countries, such a study has been carried at regional and local levels. Slovenia had carried out a study in 1984 whilst in Croatia, such a study was carried out for the Island of Vis and another 7 studies are planned for various Croatian coastal counties. In other countries although such a study has not been specifically carried out, yet the concept has been taken into account when formulating relevant tourism development and management policies.

Tourism plans have also been important instruments to formulate sustainable tourism strategies at the national levels. In Spain, the National Plan of Sustainable Tourism was produced exactly for this purpose. Four programmes of action have been identified:

1. tourism and land-use planning - water supply, integrated coastal zone management, beach management and the restoration and rehabilitation of old towns;
2. tourism and environmental management - integrating tourism development into environmental management systems, codes of good practice and training;
3. tourism and protected natural areas - plans for the management of sustainable tourism in protected natural areas, access to and promotion of lakes and beaches, interpretation and ecological networks;
4. training for sustainable tourism - training of professionals, creating awareness amongst municipalities, residents and tourists.

In Malta, the finalisation of the Carrying Capacity Study and another study on the Economic Impact of Tourism will provide the basis for the formulation of a long term tourism plan.

The development of sustainable tourism development indicators is also being given priority in a number of countries. In France the Ministries for Tourism and Environment are collaborating in identifying the relevant indicators in this regard.

Another important aspect here is the need to prepare tourism resource inventories. These inventories are particularly important to identify all those resources, social, cultural, physical and environmental, which have some bearing on tourism and which play varying roles in offering the tourist a distinct experience. Maintaining such inventories should ensure that any tourism development planning exercises will take into account these resources to avoid their degradation and destruction, thus reducing the quality of the tourist experience.

Legislation

The enactment of various laws has also provided a strong instrument to achieve sustainable tourism development. The enactment of legislation on tourism and environment in various countries over the last years has provided a solid legal framework to curtail the degradation of environmental resources and to achieve appropriate and planned development.

Apart from regulating development such laws also seek to encourage a greater awareness towards environmental protection e.g. Law on Tourism Communities and Promotion of Tourism in Croatia.

In Germany, environmental policy with its legislative and planning measures is particularly intended for these target groups and directed at the following fields of action:

- increasing leisure and recreation attractiveness in urban districts and communities;
- reducing impacts on nature and landscape by zoning and channelling;
- improving holiday makers' behaviour through measures promoting their environmental awareness.

Legislation between bordering countries to ensure that the environment is secured has been enacted between the countries of Latvia, Lithuania and Belarus. This recognises that development may have trans-national impacts, and, therefore, countries have a responsibility towards neighbouring countries. This trans-national co-operation is very strong in Eastern Europe. The Council of Europe is providing technical assistance to study the potential of sustainable tourism development in the Trans Carpathian region.

Specific legislation has also assisted in the implementation of principles like the polluter pays principle. In Turkey, for example, the change in the Municipal Income Law has legalised the Environment Cleaning Tax. According to this law, tourist establishments have to pay the highest level of tax tariffs equivalent to their level of impact on the environment.

Spain has also enacted the Packaging Law. This law is the national application of the European directive covering the requirement to put systems to work for the collection of sorted waste. Several tourist areas have set up special projects for the collection of the large volume of organic matter, paper, glass and oils.

Economic measures

Economic measures have also been devised to achieve a sustainable development of tourism activity. This has been done through the introduction of taxes, grants and other financial and fiscal incentives to stimulate specific forms of tourist activity and development, which abide to the principles of sustainable use of natural resources and development. Cyprus provides financial grants and loans for the promotion of projects which are environmentally friendly and which enrich the tourist product of Cyprus e.g. agrotourism and rural tourism.

In Slovenia government has introduced incentives for those companies (including tourist establishments), which introduce measures to reduce energy consumption and pollution emissions. Extra profit from the casino industry is reinvested in the region where such casinos operate and where they may have a negative impact on the environment.

In Tunisia, 22 tourist municipalities benefit from a hotel tax (1% of hotels' turnover) and another fund for the protection of the environment funded by the hotels (1% of hotels' turnover) and by the State which provides up to 50% funding.

The feeling in this regard, however, is such that tourism can contribute more to environmental protection and management. Efforts to rehabilitate older destinations, the protection and best use of the natural and cultural heritage exploited by tourism, tourist development in less favoured (island) or difficult regions (hinterland), requires many more technical and financial means than are at present being implemented. (Mediterranean Commission on Sustainable Development, 1998).

Conclusion

My talk sought to provide an insight with regard to the implementation of sustainable tourism development principles at the national levels. There has been substantial talk on this subject and, as indicated earlier on, a number of principles have been developed. It is encouraging to see that countries are acting on these principles and developing their own actions and measures to move from talk to action. Results, however, will be apparent in the future. Sustainable tourism strategies at the national level are long term, and, therefore, results are not as apparent as at other levels. Nonetheless, such actions set the framework within which spatial and tourism planning at the other levels will have to operate and therefore the right direction at this level is important. On a positive note there is some indication that certain actions have shown some results. The Council of Europe has commissioned a specific report to present these actions and this report should be available later on this year. This will provide some interesting experiences as well as encouraging other countries to implement further measures to ensure that tourism development in the new millennium develops a greater commitment towards the environment and sustainable development.

Régions frontières, tourisme et aménagement du territoire

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Le processus de construction européenne implique dans ses raisons les plus profondes une profonde remise en discussion de la nature et du rôle des frontières.

Le passage historique de l'Europe des Etats à une Europe communautaire, mais aussi à une Europe qui devra être de plus en plus celle des peuples et des régions comporte, plus que l'abolition des frontières en tant que telles, un passage conceptuel important: celui de l'abandon du concept de "frontière ligne de partage" pour épouser celui de "frontière zone de contact". Il en suit une modification fondamentale dans les logiques de développement de plusieurs dizaines de régions européennes qui sont désormais appelées au rôle de charnière dans une Europe dont l'unité et la force dépendront aussi de la valorisation de la diversité de ses composantes.

Le changement d'optique est toutefois loin d'être simple à réaliser :

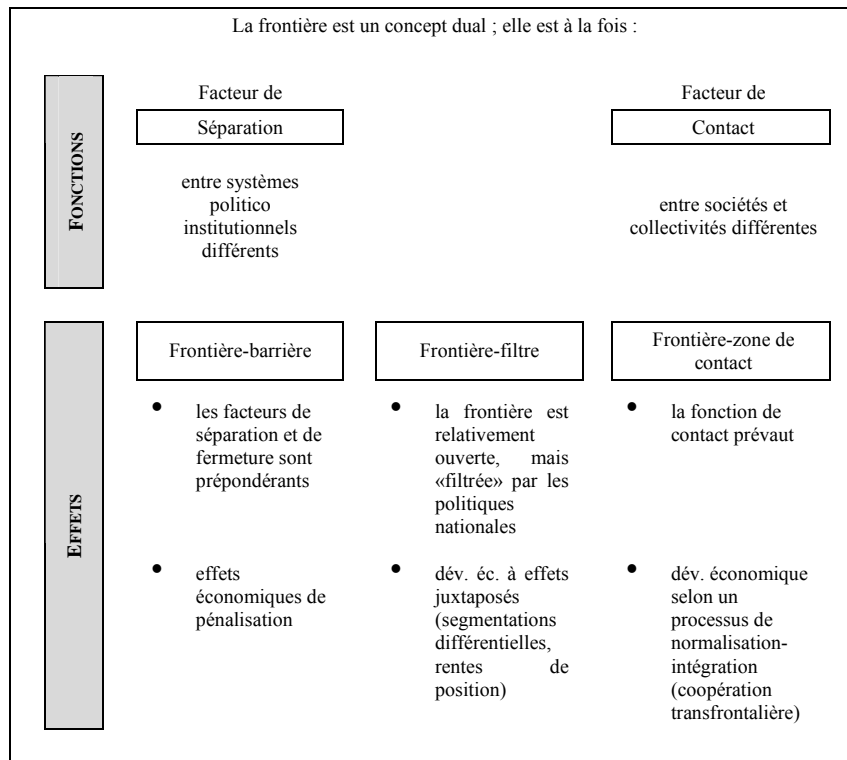
- en politique il a fallu une trentaine d'années pour arriver, grâce au Conseil de l'Europe, à la Convention-cadre européenne sur la coopération transfrontalière des collectivités ou autorités territoriales (Madrid, 21.5.1980);
- en économie du développement les politiques transfrontalières ont commencé leur véritable mise en œuvre, en général, depuis une dizaine d'années seulement (en particulier citons les programmes communautaires INTERREG);
- en aménagement du territoire l'état de la situation est encore fort conditionné par les approches, les structures et les institutions à caractère national;
- en matière touristique on peut remarquer l'absence d'une véritable politique sectorielle de l'EU. En particulier on remarquera l'échec du premier programme pluriannuel "Philoxénia 1997-2000" pour l'assistance du tourisme européen qui n'a pas décollé pour le refus du Conseil des ministres qui n'a pas suivi les autres instances européennes (Parlement, Comité des régions, Comité économique et social).

Il vaut alors la peine dans ce bref exposé d'analyser tout d'abord et d'une façon quelque peu théorique la nature et les changements des effets frontières; ensuite, on pourra recourir aux études de cas et formuler quelques recommandations.

Le changement de la nature des frontières et la problématique du développement

Le concept de frontière est par sa nature un concept double et contradictoire (Ratti & Reichmann, eds. 1993). Tout d'abord la frontière peut être envisagée en tant que facteur de séparation, comme ligne de démarcation entre systèmes politico-institutionnels différents.

Figure 1



Ratti, 1993

Dans ce cas, l'effet de frontière se manifeste dans les trois fonctions suivantes (Guichonnet, Raffestin, 1974) :

- la fonction légale : la ligne de frontière délimite exactement les territoires assujettis aux normes juridiques et aux règles de l'Etat ;
- la fonction de contrôle : tout franchissement de la ligne de frontière est soumis, en principe, à un contrôle étatique;
- la fonction fiscale: très souvent, la fonction de contrôle est accompagnée d'une perception de droits de douane assurant l'adaptation au droit fiscal en vigueur dans le pays d'entrée.

La nature de ces fonctions, qui relèvent toutes de l'Etat central, possède alors des conséquences fortement pénalisantes sur le «pouvoir» de la région pour gérer ses relations internes et externes. En effet, le concept de frontière, entendu comme «ligne de séparation», est essentiellement le fruit de préoccupations d'ordre national et de politique internationale. A la limite, cela justifie le caractère périphérique et dépendant attribué à la région de frontière.

Ensuite, la frontière peut être vue en tant que facteur de contact et, dans ce sens, elle n'est plus une ligne mais bien un espace fonctionnant comme élément intermédiaire entre sociétés et collectivités différentes. Dès lors, il convient de parler de région transfrontalière.

Cette deuxième approche valorise les préoccupations liées à l'organisation de l'espace et à la gestion globale, en tenant compte des facteurs socioculturels et identitaires. Dans ce cas, les préoccupations offrent un contraste net avec le rôle strictement fonctionnel de la «frontière-ligne de démarcation».

Dans la pratique, les deux notions de frontière – ligne et contact – sont le plus souvent mêlées ; leur degré d'importance respective varie en fonction des contingences historiques (p. ex., la notion de frontière-barrière est historiquement liée à la construction, dès le XVIII^e siècle, des Etats-nations); les effets de l'une ou l'autre conceptions déterminent des conséquences spécifiques et originales dans l'organisation spatiale des territoires de frontière (p. ex., dans le cas de mise en place d'un processus de régionalisation, la frontière-barrière est pénalisante alors que la frontière-contact provoque des dynamiques de développement originales.

La frontière-barrière ; la frontière filtre ; la frontière zone de contact

En définitive, il s'est révélé très utile de distinguer les trois fonctions de la frontière, c'est-à-dire les trois situations économiques type : la frontière-barrière, la frontière-filtre et la frontière-zone de contact (Ratti, 1993).

La première approche, liée à une littérature scientifique encore pauvre en la matière, peut être qualifiée de traditionnelle. Elle correspond à la notion de frontière-barrière qui a pour corollaire des effets pénalisants et discriminants.

La deuxième approche théorique appréhende la frontière dans son rôle de filtre, de médiateur discriminant entre deux ou plusieurs systèmes politico-institutionnels et entre différents systèmes économiques.

Finalement, la troisième approche théorique se réfère à la frontière ouverte où domine la fonction de contact - et non celle de séparation - entre deux ou plusieurs systèmes politico-institutionnels ou sous-systèmes socio-économiques. La «frontière ouverte» implique le passage du concept d'économie des zones de frontière à celui d'économie transfrontalière.

La frontière politico-institutionnelle influence par ses fonctions spécifiques – à la fois de coupure et de couture (Courlet, 1988) – les espaces stratégique-fonctionnels des opérateurs économiques et, donc, le développement de ses régions.

Au total, les changements dans la nature des effets-frontière se laissent apprécier surtout au niveau des comportements stratégiques des acteurs publics ou privés. Une typologie de cas est illustrée dans la figure n° 2 suivante:

Figure 2 – Typologie des effets-frontière et comportements stratégiques des acteurs publics ou privés

		Type de frontière	
		Barrière/filtre	Zone de contact
1.	Infrastructure de transport et de communication	Concentration et contrôle des points frontières	(ré) établissement d'un réseau de communications transfrontalières
2.	Organisation de l'espace	Juxtaposition structurelle et opérationnelle	Adoption d'une politique de concentration ou d'alliance (réseau des villes transfrontalières)
3.	Marché de l'emploi	Segmentation/ discrimination	Mise en valeur du bassin d'emploi transfrontalier
4.	Localisation industrielle	Segmentation verticale (loc. de filiales ; sous-traitance en fonction des rentes différentielles)	(ré) établissement de la logique des avantages comparatifs au niveau transfrontalier, selon la stratégie réseau/milieu
5.	Activités tertiaires	Spécialisation dans les activités et commerces dus à la frontière (rentes de position ; rentes différentielles)	Mise en valeur des effets de proximité et de diversité
6.	Education-Formation Université	Séparation d'après les logiques nationales	Principe de la reconnaissance réciproque des titres ; développement de la coordination ; initiatives communes

Dans la pratique, les deux notions de frontière – ligne et contact – sont le plus souvent mêlées ; leur degré d'importance respective varie en fonction des contingences historiques (par exemple, la notion de frontière-barrière est historiquement liée à la construction, dès le XVIII^e siècle, des Etats-nations) ; les effets de l'une ou l'autre conceptions déterminent des conséquences spécifiques et originales dans l'organisation spatiale des territoires de frontière (par exemple, dans le cas de mise en place d'un processus de régionalisation, la frontière-barrière est pénalisante alors que la frontière-contact provoque des dynamismes de développement originales).

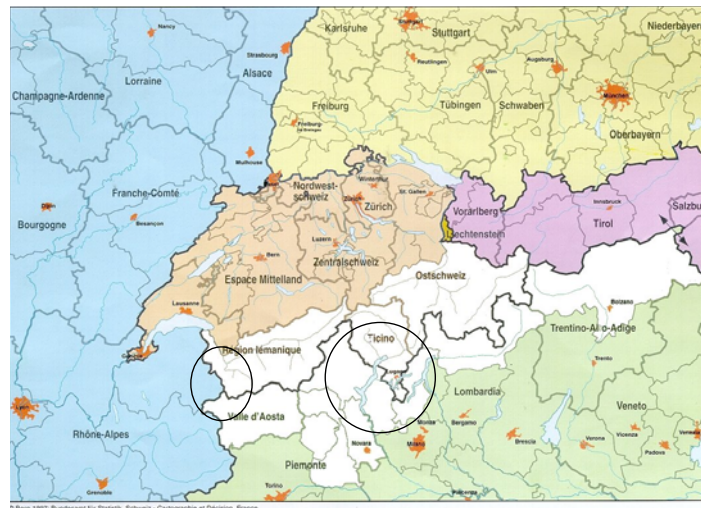
Frontière, aménagement du territoire et développement touristique : considérations tirées de l'observation de cas pratiques

Le cas de la région transfrontalière «INSUBRICA» (Suisse italienne-Lombardie-Piémont)

La «Région insubrienne» est une réalité transfrontalière de grand intérêt pratique pour la nature et la portée des effets frontières; elle joue ainsi le rôle de laboratoire expérimental.

Située entre la Suisse et l'Italie du Nord (cf. Fig. N° 1) - zone intermédiaire entre les Alpes du Massif du Saint Gothard et la métropole de Milan – elle est constituée de trois cantons/provinces : le Tessin, le seul Canton suisse de langue italienne et les provinces de Como et Varese en Lombardie ainsi que celle du Verbano-Cusio-Ossola au Piémont. Au total elle compte une population de 1,8 millions d'habitants sur une superficie de sept mille kilomètres carrés autour des trois lacs préalpins très connus de Locarno (Lac Verbano), de Lugano (Ceresio) et de Como (Lario).

Figure 3



Il s'agit donc d'une région fondamentalement homogène sous les points de vue géomorphologique et historique-culturel. Toutefois, la construction des frontières nationales au siècle dernier (1848: Etat fédéral suisse; 1861 Unification italienne) ont beaucoup marqué le paysage économique et social de cette région. Selon les phases historiques elle est passée d'une frontière-zone de contact (avant les Etats-Nation) à une «frontière-barrière» (lors du protectionnisme douanier ou sous le fascisme), pour devenir un exemple de «frontière-filtre»

dans le deuxième après-guerre: c'est-à-dire une région ouverte mais avec un développement fort déterminé par l'exploitation des différences nationales plutôt que par les facteurs et les potentialités d'intégration. Aujourd'hui elle se trouve encore dans une phase d'incertitude entre frontière-zone de contact et frontière-filtre.

Quelques cartes synthétiques tirées de l'Atlas socio-économique de la Région insubrienne – voulu par mon institut de recherche (IRE e Università degli studi di Milano, Ed. Casagrande Bellinzona, 1997) – montrent bien les diversités et disparités structurelles sous les aspects démographiques, les soldes migratoires, l'âge des bâtiments, l'accès à la propriété et, surtout, sur les spécialisations économiques. Cela, nous le répétons, malgré le caractère homogène de la région.

Sous l'aspect du développement touristique on a pu remarquer une évolution très différente et fort indépendante d'un côté et de l'autre côté de la frontière. Voici les traits les plus intéressants pour notre problématique :

– bien que l'on se trouve dans la même région des lacs pré-alpins (tous des lacs transfrontaliers), la partie suisse a connu un développement qui a maintenu une bonne présence, malgré le niveau des prix, d'infrastructures hôtelières tandis que du côté italien, les résidences secondaires, les campings caractérisent un tourisme à faible valeur ajoutée qui rêve des temps d'or du début du siècle (Como, Stresa, Verbania) ;

– la demande touristique semble guidée par des perceptions totalement marquées par un effet-frontière : les touristes des lacs de la Région insubrienne semblent privilégier la partie suisse donc le Tessin pour l'aspect méridional, le sud, l'anticipation de la Méditerranée ; tandis que de l'autre côté du même lac – dans la partie italienne – le touriste apprécie l'anticipation des Alpes, le contexte préalpin qui en fait un lieu de résidence secondaire pour le métropolitain milanais ;

– dans une même région transfrontalière, la nature et les caractéristiques de la demande sont donc différentes. Il s'ensuit que les structures de l'offre le sont aussi. Mais, tout cela au détriment des potentialités et des possibilités de développement durable et qualitatif de toute la région ;

– il va de soi que, jusqu'à très peu de temps, les deux zones touristiques aient vu leur développement d'une façon autonome, en négligeant l'autre (surtout pas de publicité pour la partie limitrophe) et les potentialités d'une stratégie intégrée. Ce qui est pire encore, la lutte contre la pollution des eaux des lacs a été parfois annulée par la non-coordination des différents acteurs institutionnels. La liste des points négatifs pourrait bien être longue, mais nous ne les traiterons pas ici.

Quelle politique ?

Face à cet état des lieux déjà bien clair au chercheur depuis les années '70, le climat a été celui de la morosité. Rien ne bouge. Il a fallu la crise touristique des années '90 et l'avènement timide de la politique de collaboration transfrontalière – la Constitution de l'association «Regione Insubrica» ne date que de 1995 – ainsi que le lancement du Programme Interreg de l'UE pour voir les premiers pas d'une politique touristique transfrontalière fort souhaitable.

Si nous nous limitons aux projets transfrontaliers retenus dans le programme Interreg II Italie-Suisse (le premier n'ayant eu que des effets de démarrage) et qui a commencé en 1997 nous constatons une bonne présence des projets à caractère touristique-culturel (S. Alberton, Coopération transfrontalière dans le cadre du programme Interreg II, dans «La vie économique – Revue de politique économique, Berne 1999) L'UE a libéré une contribution (1997-2000) de 52 Millions d'Ecus et les autorités suisses y ont ajouté 5,2 millions de frs, c'est-à-dire un quart du montant communautaire. Or, d'une manière générale, parmi les quatre axes et mesures du programme – infrastructures et services; ressources agricoles et forestière; assistance technique; gestion, sauvegarde et valorisation du patrimoine naturel et historico-culturel – le dernier a été privilégié dans l'ensemble des zones frontières entre la Suisse et l'Italie.

Par exemple ces projets portent sur :

- le concept de paysage naturel transfrontalier ;
- la valorisation des liaisons piétonnes et cyclables transfrontalières ;
- la mise en valeur des trois lacs transfrontaliers en tant qu'ensemble ;
- la redécouverte des voies de transit médiévales et la définition d'itinéraires culturels (musées du terroir).

En dehors de la région insubrienne, d'autres projets touristiques concernent la valorisation de la zone du Grand Saint-Bernard et celle du Patrimoine des Alpes entre l'Italie, la Suisse et la France (volet aménagement et promotion).

Bien que d'autres projets soient heureusement nés dans les domaines de l'activité privée (carte touristique et actions de promotion commune du lac Verbano ; manifestations artistiques; etc.) on peut toutefois d'emblée remarquer comment toutes ses actions ont encore un caractère ponctuel. La qualité est certainement privilégiée, mais l'impact risque d'être limité à quelques acteurs seulement et les différentes actions sont dispersées sur le territoire. Bref, on n'assiste pas encore à une action intégrée engageant les différents niveaux institutionnels et on se trouve donc encore à un stade embryonnaire, bien que déjà réjouissant.

Mais, pour pouvoir parler d'une politique touristique transfrontalière en faveur d'un développement durable, la faiblesse principale est constituée par le manque d'encrage dans une politique économique et d'aménagement du territoire. Celle-ci a souffert des mêmes effets frontières que ceux analysés dans nos réflexions théoriques. Malgré la relative publicité connue par le lancement du slogan «Europe sans frontières» et par les actions qui ont suivi, on se trouve encore au pied de l'échelle pour ce qui est de la correction de ce que Denis de Rougemont appelait «les cicatrices de l'histoire».

La coopération transfrontalière et territoriale tripartite de «L'Espace Mont-Blanc»

Un deuxième exemple de coopération transfrontalière, celui de l'Espace Mont Blanc (EMB)¹, montre bien comment, dans un espace alpin «sensible» peuvent se condenser pratiquement toutes les thématiques abordées dans ce séminaire : tourisme, aménagement du territoire et régions frontières.

En effet l'intérêt de cette région est que la coopération régionale transfrontalière s'appuie sur un territoire contrasté, tant politiquement qu'économiquement. En effet, les trois sous-régions concernées que sont la Vallée d'Aoste pour l'Italie, la Vallée du Trient, le Val Ferret et le Val d'Illye pour la Suisse et la Savoie et la Haute-Savoie pour la France, disposent chacune d'un mode de gestion politique et d'un pouvoir de décision particuliers. Sur le plan économique également des différences se manifestent. Si les versants italiens et français du Mont-Blanc connaissent un niveau de développement similaire, en grande partie fondé sur le tourisme, la Vallée du Trient constitue, quant à elle, un espace quelque peu marginal de ce point de vue.

Les trois sous-régions partagent néanmoins un certain nombre de points communs : un cadre et un mode de vie liés à la montagne avec les difficultés qui en découlent, un passé fait de relations et d'échanges réciproques.

La richesse analytique de l'EMB et ses caractéristiques

L'originalité de cette forme de coopération réside tout d'abord dans son caractère de coopération tripartite où l'articulation entre espaces institutionnels et fonctionnels, de même que les relations entre partenaires sont très complexes.

Un deuxième élément réside dans la genèse, le fonctionnement de l'EMB et dans la place qu'y occupent les représentants des trois gouvernements nationaux impliqués. En effet, alors que la coopération transfrontalière est essentiellement du ressort et de la responsabilité des cantons,

¹ Cf. C.E.A.T., Le cas de l'Espace Mont Blanc, Lausanne.

des régions, l'organisme de coopération dans la région du Mont-Blanc a été créé à l'instigation des Etats centraux des trois pays concernés. C'est à la suite d'une rencontre en octobre 1991 que les ministres de l'environnement suisse, français et italien décident de la création de la Conférence transfrontalière Mont-Blanc (CTMB), organe principal de l'EMB, à laquelle ils confient l'exécution d'une étude de faisabilité. Dès lors, la CTMB va être composée à la fois d'acteurs locaux et de représentants des gouvernements centraux. La participation de niveaux institutionnels divers constitue une spécificité importante de la coopération au sein de l'EMB et en fait un cas d'étude particulièrement intéressant.

A cela s'ajoute la participation financière des Etats et plus particulièrement de la Suisse. L'Espace Mont Blanc est aujourd'hui l'unique organisme de collaboration régionale transfrontalière à être directement et régulièrement soutenu financièrement par la Confédération helvétique.

L'originalité de la CRT dans la région du Mont-Blanc réside également dans la nature des objectifs affichés de cette coopération. Il s'agit en effet de promouvoir un développement durable dans l'esprit de Rio et de considérer les enjeux environnementaux à une échelle plus opératoire que le cadre national, à savoir un espace géographiquement, géologiquement et climatiquement homogène. L'EMB se propose ainsi de promouvoir l'agriculture de montagne, le tourisme doux et la protection des milieux sensibles. A cela, il faut ajouter les préoccupations que suscite le trafic routier des deux côtés du tunnel du Mont-Blanc. Ainsi, il s'agit de tenter de dépasser les différences et les divergences nationales en matière de protection de l'environnement et de mettre sur pied un cadre harmonisé de préservation des écosystèmes qui tienne compte de la nécessité pour les espaces politiques concernés de maintenir un certain niveau de vie de façon à éviter l'émigration de leurs populations.

Nous sommes donc en présence d'une véritable politique d'aménagement du territoire et de développement touristique concertée entre acteurs de différents pays.

Objectifs de l'EMB

C'est lors des études préliminaires effectuées par les collectivités locales en 1990-1991 que les deux objectifs ou principes de base de l'EMB ont été posés. Il s'agit, rappelons-le, de la conjonction de mesures de protection de l'environnement et de mesures de promotion du développement économique à même d'aboutir à une «valorisation active» de la montagne et de garantir la préservation d'un équilibre environnemental fragile.

A partir de ces deux principes fondamentaux, l'EMB a pour tâche de mettre en œuvre un certain nombre d'activités privilégiant plus particulièrement les axes déterminés par les ministres de l'environnement. Parmi les objectifs poursuivis sont particulièrement à citer :

- 1.** Développer une stratégie commune de sauvegarde de la nature et du paysage, notamment des milieux les plus sensibles ou menacés, grâce à :
 - la coordination et le développement des activités de recherche, d'information et de planification ;
 - des mesures de protection, de gestion des milieux naturels et de remise en état des milieux dégradés ;
 - l'examen de la compatibilité entre les activités économiques, existantes et envisagées, et la sauvegarde de la nature et des paysages.
- 2.** Encourager un tourisme intégré, compatible avec la sauvegarde des ressources et de l'environnement, grâce à :
 - une meilleure gestion des flux touristiques ;
 - l'atténuation de la pression touristique sur les zones écologiquement sensibles ;
 - la concertation entre collectivités locales afin de valoriser les complémentarités et les synergies dans l'offre touristique.

3. Réduire l'impact des transports et leurs infrastructures, dans l'intérêt des populations locales et de l'environnement grâce à la mise au point d'une stratégie commune privilégiant :
 - la réduction du trafic routier pour le transport de marchandises, au niveau international ;
 - l'amélioration du réseau des transports collectifs, partout où cela est possible, au niveau régional et local.

L'EMB comme exemple de clivages et du rôle de la frontière

L'exemple de l'Espace Mont Blanc montre bien comment, même dans une enceinte tripartite qui voudrait affronter et résoudre les aspects qui font l'objet de notre séminaire aujourd'hui (tourisme intégré, aménagement du territoire), différents types de clivages se sont déployés :

Clivages frontaliers comme résultat des nombreuses différences (juridiques, politiques, institutionnelles, sociales, économiques et culturelles) entre les trois pays concernés par le projet. Certains de ces clivages constituent des obstacles à la réalisation d'un projet commun intégré, par exemple en ce qui concerne l'aménagement du territoire. Dès lors la frontière constituerait encore une «barrière». D'autres clivages pourraient constituer une chance pour les différents acteurs impliqués dans l'EMB. Dans ce cas, la frontière serait perçue (et vécue) plutôt comme une «zone de contact» où il serait possible de traduire en pratique les concepts d'aménagement du territoire et de tourisme respectueux de l'environnement.

Une deuxième forme de clivages sont ceux sectoriels, où les tensions entre les aspirations au développement économique, les préoccupations environnementales et la préservation des différentes identités régionales se croisent.

Enfin, forcément peut-être si on considère le caractère trinational de l'EMB, les clivages politico-institutionnels sont symptomatiques de l'interaction entre trois niveaux institutionnels (donc entre trois formes de pouvoirs) : Etats centraux (et Union européenne par réflexe) ; collectivités régionales et locales ; associations privées (en particulier les associations pour la protection de l'environnement, urbanistes, etc.).

L'importance de ces tensions est démontrée aussi par le fait que, lorsqu'il aura fallu choisir une formule pour identifier cette forme de collaboration, l'Institut mandaté par les autorités pour contribuer à la conception du projet proposa l'appellation de «Espace Mont Blanc», plus neutre et donc moins contraignante que celle de «parc naturel».

Conclusions et recommandations

Le rôle crucial des régions frontières pour la construction d'une Europe des peuples et des régions

Malgré le slogan, souvent banalisé, de «l'Europe sans frontière», l'on se trouve encore au pied de l'échelle pour ce qui est de la correction et au dépassement de ce que Denis de Rougemont, philosophe de la pensée européenne, appelait «les cicatrices de l'histoire».

Les frontières institutionnelles ont déterminé d'importants effets structurels, bien que de nature et d'intensité variable- selon les contingences et les phases historiques.

Les deux premiers programmes – Interreg I et II – lancés par l'UE afin de promouvoir une politique de correction des clivages existants de part et d'autre des frontières intérieures et extérieures de l'Union sont à considérer comme un instrument incitatif qui, en général, ne peut pas à lui seul déterminer de véritables changements de trajectoires dans le développement et la création de régions transfrontalières.

La *recommandation* consiste donc à continuer à jeter un regard particulier à ce type de région. Les régions-frontières sont en effet appelées à jouer le rôle de zone de contact et de charnière entre réalités différentes. L'enjeu est d'ailleurs loin d'être limité à l'économie ; au contraire, il a une valeur hautement sociale, culturelle et politique.

Le tourisme, un secteur significatif pour le dépassement des effets frontières

Le secteur du tourisme et les activités de récréation culturelles et sportives peuvent constituer le domaine qui épouse au mieux – et dans une optique fonctionnelle la plus spontanée – l'ensemble des enjeux de développement des régions frontières. Ceci est confirmé par l'analyse des premières expériences enregistrées, par exemple dans les zones de frontière suisses. Il s'agit toutefois d'actions à caractère souvent ponctuel et limité, tandis que, d'un autre côté, on pourrait craindre dans le futur que les clivages culturels et institutionnels encore existants empêcheraient soit un développement majeur et durable soit une gestion sectorielle et environnementale efficace.

La *recommandation* consiste à solliciter les agents institutionnels et les acteurs du tourisme et de la récréation à donner un caractère stratégique et plus organique aux actions et projets ayant un caractère transfrontalier.

Le développement durable des régions frontières passe par une politique active aux différentes échelles de l'organisation de l'espace

Celle-ci est la *recommandation* qui découle aussi de l'approche sectorielle et fonctionnelle du tourisme qui a fait l'objet des débats de ce colloque du Conseil de l'Europe.

Les deux études de cas choisies illustrent bien l'existence soit d'actions par le bas (bottom up) soit par le haut (top-down) ainsi que la nécessité d'encadrer ces politiques fonctionnelles en tenant compte des différentes échelles spatiales et institutionnelles. Interreg III a d'ailleurs reconnu cette exigence en promouvant une coopération transfrontalière, transnationale et interrégionale.

Il peut en effet distinguer trois niveaux de coopération régionale :

- la coopération transfrontalière au sens strict, entre entités régionales et locales qui sont voisines le long de la frontière ;
- la coopération transnationale, qui concerne les rapports fonctionnels et institutionnels de niveau supérieur (relations supra-régionales) mais ayant des conséquences sur le niveau transfrontalier ;
- la coopération interrégionale, qui s'exprime au travers de relations fonctionnelles, d'apprentissage et d'échanges de connaissances entre régions qui partagent des potentialités ou des problèmes communs.

En pensant à une Europe de plus en plus élargie, en pensant au processus de construction européenne respectueux de la diversité mais aussi facteur d'épanouissement, le binôme «régions-frontières – tourisme» doit retenir toute notre attention dans le contexte de l'organisation spatiale et territoriale.

La mise en place d'un outil de tourisme durable

M^{me} Myriam VANDENBOSSCHE
Comité régional du Tourisme du Limousin, France

Le Limousin est la première région de France à adopter un nouveau concept d'information touristique, le LEI : Lieu d'Echange d'Information.

Il s'agit d'un système informatique qui rend l'information touristique accessible à tous (grand public et professionnels), en temps réel et pour un coût convenable.

Ce projet a été mené et suivi par le Comité Régional de Tourisme du Limousin, en qualité de maître d'œuvre. Le CRT a créé un comité de pilotage chargé de définir les grandes orientations du dossier (14 membres, représentant l'ensemble des partenaires).

Son rôle

Le LEI, dans une première phase, recense l'offre touristique de la région. Cette offre est accessible à tous les partenaires du réseau.

Dans une deuxième phase, l'information sera rendue accessible auprès du grand public par l'intermédiaire de sites Internet.

S'appuyant sur une nomenclature de l'information touristique réalisée en concertation avec tous les partenaires à l'échelle de la région, elle reste l'élément indispensable pour assurer la cohérence du système. Vous trouverez dans les bases de données :

- les hébergements,
- les activités culturelles,
- les activités sportives et de plein air,
- les fêtes et manifestations,
- la restauration,
- des renseignements pratiques.

Les partenaires techniques

Ce système s'appuie sur des bases de données réalisées au niveau local avec :

- 26 Offices de Tourisme de la région,
- le Comité départemental de Tourisme de la Corrèze,
- le Comité départemental de Tourisme de la Creuse,
- le Comité Départemental de Tourisme de la Haute-Vienne,
- les 3 Relais des Gîtes (Corrèze, Creuse et Haute-Vienne),
- les UDOTSI (Corrèze, Haute-Vienne),
- Clévacances Creuse,
- la Maison du Limousin et
- le Comité Régional du Tourisme du Limousin.

Les logiciels

Le choix des logiciels utilisés, ITS Tourisme et TC Accueil de la société TC Multimédia, est conforme au processus d'homologation préconisé par la Fédération Nationale des Offices de Tourisme, homologation qui aujourd'hui, est assurée par la Confédération du Tourisme (3 F : FNOTSI, FNCDT, FNCRT).

Le budget

Fortement soutenu par les élus régionaux, ce système d'information a vu le jour grâce aux concours financiers de l'Europe, de l'Etat, de la Région et des partenaires concernés.

Le budget est de : 2,2 MF. Il comprend l'informatisation de l'ensemble des partenaires, il est assuré de la façon suivante :

État	409 524 F
Conseil régional	673 016 F
Union européenne	455 027 F
Comité régional du tourisme	455 766 F
Autres partenaires (offices de tourisme, CDT et relais départementaux des gîtes)	281 801 F

Le concept

Vincent Bourgue Consultant a mis au point le concept du LEI, qui fut développé par la société EURINTEL (basée à Metz), pour le compte de l'AFIT et de la FNOTSI. Ce concept a été totalement intégré par les différents maîtres d'œuvre sur leur projet respectif (CRT Alsace, CRT Franche-Comté, CRT Limousin, UDOTSI Alpes-Maritimes) qui, avec la FNOTSI, composent aujourd'hui le Club LEI. Sa mise en place se justifie grâce à la volonté de ses membres de mutualiser leurs moyens techniques et financiers et de devenir une force de propositions.

Son fonctionnement

Lors de la collecte des données locales, l'information est transmise et traitée par le LEI (Lieu d'Echange d'Information) pour être redistribuée à tous les partenaires en constituant parallèlement une base régionale. Le LEI, comparable à un centre de tri postal, est un automate fédérateur chargé de valider, consolider et de formater l'information.

La formation

Ce projet a nécessité un an de préparation et 50 heures de formation technique auprès de 35 personnes. Le programme de formation, adapté à tous, organisé en sessions de 2 jours par mois (de décembre 1996 à octobre 97), est articulé autour de 3 modules :

- Module 1 : formation bureautique de quatre jours (2 x 2 jours) orientée sur l'environnement Windows 95 et sur le traitement de textes Word, animée par la société Dir'Active située à Limoges ;
- Module 2 : formation à la gestion de l'information touristique avec l'élaboration d'une nomenclature régionale, d'une durée de dix jours (5 x 2 jours), également dirigée par Bernard Mondon de la société Dir'Active ;
- Module 3 : formation aux logiciels homologués (ITS et TC) chargé de la gestion de l'information touristique d'une durée de deux jours, par les sociétés concernées.

Accès

Dès le printemps 98, la base de données régionale sera opérationnelle et accessible au grand public au travers de différents supports de communication : Internet, bornes etc.

Actuellement 7 000 fiches d'information sont en cours de traitement (gîtes ruraux, hôtels, chambres d'hôtes, restaurants, etc.).

Le Lei limousin : principales dates

En juin 1995, le Conseil d'Administration du Comité régional du Tourisme a décidé de réfléchir à la mise en place d'un système de gestion de l'information touristique.

Dès juillet 1995, l'équipe de projet autour de François Malmanche, informaticien au Comité régional du Tourisme, assisté du consultant Vincent Bourgue, rencontre les différents partenaires susceptibles d'être intéressés par ce projet.

En mars 1996, le Comité de pilotage, composé d'élus et de représentants des différentes structures régionales et départementales, adopte le cahier de projet à l'unanimité.

En avril 1996, le cahier de projet est présenté en Commission mixte qui donne un avis favorable pour un financement de 50 % dans le cadre du Contrat de Plan Etat/Région.

En mai 1996, la Commission Permanente du Conseil Régional valide définitivement la position de la Commission mixte.

En juillet 1996, une présentation globale se déroule devant les partenaires concernés (Comité départemental du Tourisme, Office de Tourisme, Relais des Gîtes, Union départementale des Offices de Tourisme et Syndicats d'Initiative).

Ces derniers, après réflexion, se devaient de donner leur accord d'intégration au projet en septembre 1996. Le projet rentre alors dans sa phase active.

Dès décembre 1996, un plan de formation comprenant trois modules :

- formation bureautique (2 fois x 2 jours),
- gestion de l'information touristique (5 fois x 2 jours),
- formation au logiciel de gestion de l'information (1 fois x 2 jours), a démarré, à raison de 2 jours par mois, jusqu'en octobre 1997.

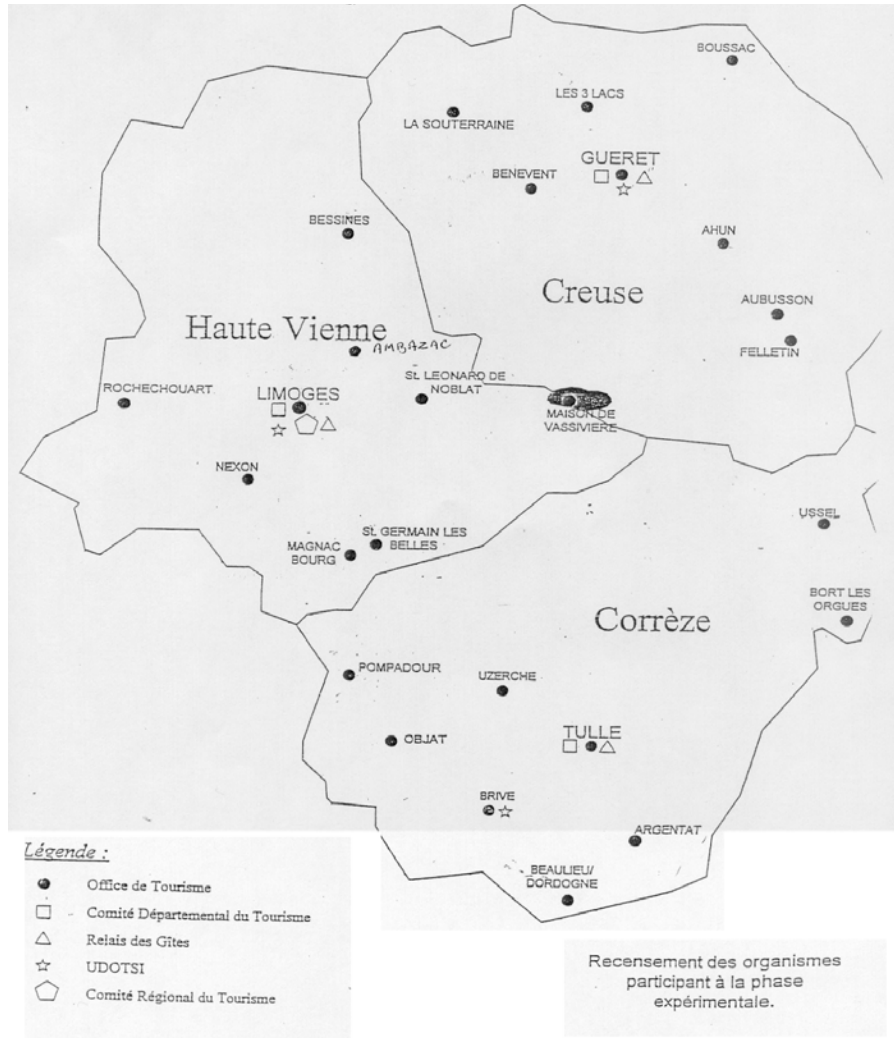
En juin 1997, le Comité de pilotage adopte la nomenclature de l'information limousine élaborée au cours des sessions de formation du module 2.

En septembre 1997, l'équipe de projet termine le chargement du LEI à partir des informations provenant de bases de données déjà existantes, (6980 enregistrements : fichiers SIRENE de l'INSEE, Gîtes ruraux, hôtels, etc.).

En octobre 1997 : mise à la disposition de l'information auprès des organismes partenaires, saisie des informations par les organismes concernés.

En décembre 1997 : signature de la convention tripartite Etat/Conseil Régional/CRT fixant les modalités de financement dans le cadre du contrat de plan.

CARTE L.E.I. LIMOUSIN



Conclusions of the Session Chair

Mr João BIENCARD CRUZ
General Director of Spatial Planning, Portugal

The last decade of the 20th century has been characterised by a growing concern towards sustainable development, one of the important milestones being the Earth Summit in Rio de Janeiro in 1992. Tourism development has also geared to integrate the concept of sustainable development particularly in plan and plan formulation.

At the international level – a number of declaration and charters have been written and agreed to by a number of countries and international organisations. Among them, the work of the Council of Europe has also given positive input towards encouraging a greater awareness amongst its member countries on the importance of developing sustainable tourism sector and encouraging actions, particularly at the national levels.

The recommendations and principles, elaborated at the international level, ensure a harmonious relationship between environmental protection and conservation and tourism development.

At the national level, the governments may wish to take up and adapt these principles to their own situation, or they may represent commitments, to which the government have agreed to adhere to.

National strategies of tourism development can include marketing strategies, planning strategies, legislative strategies and economic strategies. Sustainable tourism strategies at the national level are long-term ones; therefore the results are not as apparent as at other levels.

As the two examples of transfrontier regions: “INSUBRICA” (Switzerland-Italy), espace Mont Blanc illustrate, the sustainable strategies of tourism development in the transfrontier regions are more challenging and involve more co-ordination between the countries and regions involved.

Sustainable tourism development strategies can be effectively translated into practical actions at the local level. The example of the Regional Council of Limousin, which was the first region in France to adopt a new tourism information concept, illustrates this point.

Sustainable tourism development can only be achieved by efforts undertaken at three levels: international, national and regional/local.

II. CONCLUSIONS

The importance of Tourism in Europe

1. Europe is, and most likely will continue to be, the leading tourist destination in the world. Owing to the importance, opportunities and risks inherent in the tourist industry, it is a key for the balanced and sustainable development of the European continent. While excessive tourism development may have seriously damaged natural and cultural environment in many areas, appropriate tourism can constitute an invaluable resource for the less favoured regions, or those that are undertaking economic change.

2. A sustainable overview of tourism has to find a balance into its ambivalent nature. Owing to its incidence on the economy as a whole, it has a ripple effect on the creation of new activities and employment, the modernisation of businesses and the setting up of services as well as improving the standard of living of the population as a whole. However, if it is not adapted to local characteristics and exceeds the limits of the area's carrying capacity, the result is a serious deterioration of its culture, environment, resources, biological diversity and quality of life.

Need for a Sustainable Orientation in European Tourism

3. An appraisal of tourism from the perspective of multi-sector development, a study of carrying capacity of each society and territory and the consideration of its short-, medium- and long-term effects at both local and global levels are obligatory steps, when taking into account the overwhelming capacity of tourism to transform the territories upon which it impinges.

4. To advance towards sustainable tourism requires that the regional and territorial diversity, complexity and inequality of the tourism in the European continent be recognised. Without relinquishing an overview that encompasses the whole of Europe, such as the one proposed in the Guiding Principles for sustainable spatial development of the European continent, this diversity should give rise to the design of policies that are pertinent to the various European regions and inequality should foster measures that re-orient tourist flows from saturated to emerging areas.

5. In any case, past experience endorses a tourist development process in Europe that is based not on an approach whose objective is fast and unlimited expansion but rather on the consolidation, at the right rhythm, of quality options that are well integrated in the economic, cultural and environmental circumstances and consequently are sustainable in both the medium and long term.

6. Sustainability and quality of the tourist and local development of each territory constitutes an social and essential requirement for the future, which residents, visitors and the market itself will insist upon with increasing determination. Together with preventive planning in the emerging destinations, in the case of the saturated destinations new contention and rehabilitation policies must be developed to preserve and recover the local environment and quality of life.

L'importance du tourisme en Europe

1. L'Europe est la première destination touristique du monde et tout indique qu'elle continuera de l'être. Par son importance, par les opportunités et les risques qu'il présente, le tourisme constitue un secteur clé pour une évolution équilibrée et durable du continent européen. Un développement excessif du tourisme peut certes dégrader sérieusement le milieu culturel et environnemental de nombreuses régions, mais un tourisme bien géré peut constituer une précieuse ressource pour les régions les moins favorisées ou pour celles qui sont sur la voie d'un changement économique.

2. Une vision du tourisme axée sur sa durabilité doit prendre en compte son caractère ambivalent. En raison de son incidence sur l'ensemble de l'économie, le tourisme a un effet multiplicateur sur la création de nouvelles activités et l'emploi, sur la modernisation des entreprises et la création de services, et sur l'amélioration du niveau de vie de la population. Mais, s'il n'est pas adapté aux caractéristiques de la région et dépasse sa capacité d'accueil, il détériore gravement le milieu physique et culturel, les ressources et la diversité biologique, et la qualité de la vie.

La nécessaire orientation durable du tourisme européen

3. L'extraordinaire capacité du tourisme à transformer les territoires qu'il touche impose d'évaluer cette activité sous l'angle du développement multisectoriel, d'étudier la capacité d'accueil de chaque communauté et territoire, et de prévoir ses effets à court, moyen et long termes, sur le plan local et global. Pour cela, il faut définir et mettre en place de nouveaux critères et instruments d'aménagement et de gestion.

4. Pour tendre vers la durabilité du tourisme, il faut d'abord reconnaître que son influence en Europe s'exerce différemment selon les régions, et de manière complexe et inégale. Sans renoncer à une vision globale européenne, comme celle préconisée dans les Principes directeurs d'aménagement durable et global du continent européen, la diversité doit donner lieu à l'élaboration de politiques propres à chaque région européenne, et l'inégalité doit inciter à la mise au point de mesures visant à réorienter les flux touristiques des zones saturées vers les zones émergentes.

5. Dans tous les cas, l'expérience montre que le développement touristique en Europe doit être fondé non sur une approche visant son expansion rapide et illimitée, mais sur la consolidation, à un rythme raisonnable, de choix qualitatifs bien intégrés dans le cadre économique, culturel et environnemental du lieu et, par conséquent, durables à moyen et long termes.

6. La durabilité et la qualité du développement local et touristique de chaque destination constitueront à l'avenir des critères essentiels que les résidents, les visiteurs, et le marché lui-même exigeront avec une détermination de plus en plus grande. Parallèlement à une politique de prévention dans les lieux de destination émergents, il importe de mettre au point, dans les lieux de destination les plus saturés, de nouvelles politiques d'endiguement et de réhabilitation afin de préserver et de restaurer l'environnement local et la qualité de la vie.

7. Regional development policies, spatial planning and infrastructures are key instruments for the sustainable orientation of European tourist areas. In the case of less favoured territories, the aim will be to facilitate the development of this activity and in the more mature areas these policies will have to act to contribute to limit growth phenomena whenever they are threatening to surpass their respective carrying capacities.

Tourism, Territory and the Environment

8. When it comes to establishing criteria relating to European spatial planning, it must be borne in mind that tourist development trends to focus and multiply human pressure on the most attractive and fragile cultural and environmental areas of the continent. Of these, the following are the most important: the coastal areas, particularly the Mediterranean, the islands, some riversides areas, the Alps and other mountain areas, several nature reserves and certain historic towns.

9. The “litoralisation” of European development and the intensity and unsuitability of many tourist developments along its coasts emphasise the need to implement management programmes integrated in the coast, particularly in certain Mediterranean areas with high levels of territorial congestion and environmental damage. In this respect, the most mature destinations in these areas must be capable of undertaking the necessary increasing human pressure on the area.

10. The sustainability of European tourist zones must emerge from an integrated strategy of spatial planning and management of the territory taking account the ecosystems and local biodiversity, and another key environmental factors, at a local and global level, relating to the former, such as mobility, land use, integral water cycle, power consumption and waste generation.

11. Tourism and transport are two sectors with important links. As a consequence the incidence of mobility on the environmental costs generate by transport associated to tourism should be taken into consideration. The stimulation of short-distances destinations for holidays, reduction and internalising environmental impacts, the fostering of less damaging options and restrictions on the trend to unlimited growth of tourist transport, should be central issues of the reflection on the sustainability of tourism in Europe.

Advancing towards the Sustainability and quality of Tourism within Europe

12. Advancing towards the sustainability of tourism is both necessary and possible. Although some social agents still persist in the outdated model of unlimited growth, in recent years those who back an in-depth reformulation of these criteria are growing in number. Progress is most noticeable in the hotel industry and in certain European regions, greatest tardiness being detected in the integrated and sustainable consideration of the tourist destinations themselves and in some areas of the continent.

13. The preparation of reliable information on the sustainability of tourism and the corresponding quality of destinations, facilities and companies are an action of prime importance in the European scenario. A well-informed consumer becomes an important instigator in the transformation of the sector and of tourist destinations.

7. Les politiques de développement régional, l'aménagement du territoire et les infrastructures sont des instruments clés pour la durabilité des zones touristiques européennes. Dans les régions les moins favorisées, il faudra faire en sorte de développer l'activité, et dans les zones les plus fréquentées, ces politiques devront contribuer à limiter les phénomènes de croissance, dès lors qu'ils menacent de dépasser leur capacité d'accueil.

Tourisme, territoire et environnement

8. Lors de la définition des paramètres à prendre en compte pour l'aménagement du territoire, il faut garder à l'esprit que le tourisme tend à se concentrer et à accroître la pression humaine sur les espaces environnementaux et culturels les plus attrayants et fragiles du continent. Parmi ceux-ci: le littoral, surtout méditerranéen, les îles, certaines zones fluviales, les Alpes et d'autres régions de montagne et divers espaces naturels protégés, ainsi que certaines villes historiques.

9. La «littoralisation» du développement en Europe, l'intensité et l'inadéquation de nombreux équipements touristiques rendent nécessaires des programmes de gestion intégrée du littoral, notamment dans certaines zones de la Méditerranée où le degré de congestion et de dégradation du milieu est particulièrement élevé. A cet égard, les destinations les plus populaires doivent pouvoir supporter l'inévitable pression humaine qui s'exerce de plus en plus sur elles.

10. La durabilité des espaces touristiques européen dépendra d'une stratégie intégrée de l'aménagement et de la gestion du territoire, compte tenu des écosystèmes et de la biodiversité locale, ainsi que de facteurs clés, au niveau local et global, liés aux premiers, tels que la mobilité, la mise en valeur du sol, le cycle intégral de l'eau, la consommation d'énergie et la production de déchets.

11. Le tourisme et le transport sont deux secteurs très liés entre eux et, par conséquent, il conviendrait d'étudier l'incidence de la mobilité sur le coût pour l'environnement engendré par le transport lié au tourisme. Encourager les vacances de proximité, réduire et circonscrire l'impact sur l'environnement, favoriser les options les moins nuisibles, et contenir la tendance à une croissance illimitée du transport touristique, devraient être les thèmes centraux de la réflexion sur la durabilité de ce secteur en Europe.

Vers la durabilité et la qualité du tourisme en Europe

12. Tendre vers la durabilité du tourisme est à la fois nécessaire et possible. Certains agents sociaux persistent à croire en l'ancien modèle de croissance illimitée, mais depuis quelques années ceux qui souhaitent une redéfinition totale des critères sont de plus en plus nombreux. Les progrès sont très nets dans le secteur hôtelier et dans les régions du nord et de l'ouest de l'Europe, c'est sur les lieux touristiques eux-mêmes et dans quelques régions périphériques du continent que l'on constate le plus grand retard.

13. Une information fiable sur la durabilité du tourisme et sur la qualité des destinations, des installations et des entreprises en cause constitue une action de première importance dans le panorama européen. Un consommateur bien informé est un bon agent d'incitation au changement.

14. Sustainable tourism and local development need a careful regional and urban planning. Progression towards sustainability will require the integration of different elements such as the interpretation of spatial systems – including diversity of ecosystems –, the regulation of mobility and accessibility, and the definition of limits to the development of the tourist activity which may take into account the carrying capacity of each area.

15. The sustainability of tourism and territory requires to innovate the legal frameworks, procedures, and intervention instruments. To identify develop and economic growth hinder the sustainability. The moratoria to the tourist expansion, the limitation and even the reduction of urban use of the land, the decrease of the growth rhythm, or the implementation of tourist eco-taxes, must take into consideration as sustainable management tools of the territories in the most saturated spaces of the continent.

16. Preparing new orientations for the sustainable development of the tourist destinations involves important cultural changes that call for a strong governmental leadership, a concerted effort from the private sector and a widespread public participation. In this respect, the Agenda 21s, integrated management quality, and the voluntary labels and codes of conduct, amongst others, constitute excellent tools for reaching favourable agreements.

17. The building of an integral and sustainable overview of tourism and its improved integration within European and transnational and transboundary policies – particularly in the Guiding Principles for sustainable spatial development of the European continent – and the increase of experiences and places where innovative tourism is developed constitute priority objectives of institutional action on the continent and of co-operation between its different countries and regions.

14. Le tourisme et le développement local doivent faire l'objet d'un aménagement régional et urbain très soucieux de durabilité. Il faut pour cela intégrer plusieurs éléments comme l'interprétation des espaces – y compris la diversité des écosystèmes – la réglementation de la mobilité et de l'accessibilité et l'imposition de limites au développement de l'activité touristique en fonction de la capacité d'accueil de chaque région.

15. Travailler à la durabilité du tourisme et du développement du territoire suppose que l'on innove en matière de cadres juridiques, de procédures et d'instruments d'intervention. Bon nombre des critères de développement et de croissance mettent en péril les initiatives de durabilité. Le moratoire de l'expansion touristique, la limitation et même la réduction des zones constructibles, le ralentissement de la croissance ou bien l'introduction d'écotaxes touristiques doivent être envisagés comme des outils de gestion durable du territoire dans les espaces les plus saturés du continent.

16. La définition de nouvelles orientations pour le développement durable des zones touristiques suppose d'importants changements culturels qui requièrent une grande fermeté de la part des pouvoirs publics, un effort concerté du secteur privé et une large participation de la population. Les programmes Action 21, la gestion intégrée de la qualité et les labels et codes de conduite volontaires sont d'excellents instruments, entre autres, pour aboutir à des solutions satisfaisantes.

17. La définition d'un tourisme durable, mieux intégré dans les politiques européennes, transnationales et transfrontalières, conformément en particulier aux Principes directeurs d'aménagement durable et global du continent européen, et la multiplication des expériences et des lieux pratiquant un tourisme novateur sont des objectifs prioritaires de l'action institutionnelle sur le continent et de la coopération entre les pays et les régions qui le composent

III. LIST OF PARTICIPANTS

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LISTE DES PARTICIPANTS

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4th cover page

Tourism is the top economic world-wide activity, and the world's largest industry. Europe is still the most popular destination for international visitors, a trend which is set to continue. Tourism uses up a very considerable amount of land, risking to become unsustainable and to destroy the very elements on which tourism is based. Spatial planning policies are aimed to harmonise tourism and other land values, establishing limits which assure its environmental quality.

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Le tourisme est devenu l'activité économique la plus importante du monde et sa plus grande industrie. L'Europe reste la destination la plus demandée par les voyageurs internationaux, une tendance qui va probablement durer. Le tourisme consomme un espace considérable : cela s'aggrave dans des proportions inquiétantes, au point de détruire progressivement les éléments de base qui le constituent. Les politiques d'aménagement du territoire ont pour mission d'intégrer harmonieusement le développement touristique parmi les autres valeurs du territoire, en établissant des limites et en maintenant la qualité de l'environnement.