Landscape dimensions

Reflections and proposals
for the implementation
of the European
Landscape Convention

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Council of Europe

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Landscape and leisure

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INTRODUCTION

Leisure has a big impact on our landscape: the relationship between the two must not be underestimated. It deserves to be considered at the European level. As the European Landscape Convention indicates, healthy and diverse landscapes for everyone are a responsibility of all its states parties, and it is necessary to influence the planning and guiding of the tourism and leisure industry at the same time as planning the landscape.

Leisure is a broad concept with many different meanings, depending on culture and context. This report[1] focuses on international tourism. However this does not mean that domestic tourism, outdoor recreation and other forms of daily and weekly leisure activities in the living environment are less important.

International and domestic leisure activities have many aspects in common but they also differ greatly. Also, all types of leisure are interconnected functionally, economically and in other ways. The landscape offers the infrastructure for different types of leisure which are overlapping and intertwined. In the Netherlands, for every euro spent by an international tourist, two euros are spent domestically.

The word "tourism" appeared in the Oxford English Dictionary for the first time in 1811, but this human activity actually goes back considerably further. In the time of the ancient Greeks, travellers such as Herodotus visited various countries and places and reported their experiences. Romans travelled to Egypt and Greece to visit sanctuaries and thermal baths and to enjoy new and exotic horizons. Later, during the Middle Ages, people mainly travelled for religious reasons: pilgrimages to holy shrines in Rome, Santiago de Compostela and Canterbury, sometimes crossing whole continents to achieve their goals.

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After the Renaissance people began to travel in greater numbers, for pleasure, education and knowledge. Young aristocrats were sent on the Grand Tour after their education had been completed in order to acquaint themselves with foreign cultures. This tour normally lasted two to three years and would typically go from London via Paris to Italy, Greece or Egypt. One could say that the first package tours marked the evolution from a static society to a mobile one.

In the early 19th century, many people worked themselves to death, 18 hours a day, 6 days a week, with no days off. Leisure time was scarce. Only a few people had the time and means to rest and travel. Leisure and tourism were the privilege of a small elite. But times have changed. The introduction of a five-day working week and (paid) holidays, combined with rising incomes and affordable transportation (private cars, the jumbo jet and low-cost carriers), have brought leisure and tourism within reach of most people in developed countries. In Europe, the average amount of free time has gradually increased to four to six hours a day (Aliaga 2006) and a wide range of leisure and tourist opportunities have come within reach of contemporary society.

The era of package tourism began in 1841, with Thomas Cook's exceptional train trip from Leicester to Loughborough. The explosion of travel and tourism in the last 50 years could be compared in its impact to the Industrial Revolution.

We can distinguish four aspects of using landscape for tourism ends:

- landscape as aesthetic scenery;
- landscape as a playground;
- landscape as a biological area;
- landscape as a living area (Donadieu 2007:254).

Even though the majority of free time is spent in and around the house, the impact of increasing free time has extended far beyond the daily living environment. From the late 19th century, city centres, peri-urban areas and scenic landscapes have grown into true leisure and tourist landscapes, both in a functional and mental sense. Coastal and alpine areas have turned into mass tourist resorts; city centres and derelict areas have been redeveloped for urban entertainment, and rural landscapes have gradually become transformed into "rurban" residential landscapes with ample supplies of leisure attractions and facilities.

Many regional economies have become largely dependent on leisure and tourism. In other areas the impacts of leisure and tourism have been less conspicuous. In the absence of leisure and tourist facilities and attractions these landscapes appear unchanged, but in use and meaning they are clearly leisure and tourism-related.

A person's wish to visit a particular environment (landscape) is socially constructed, and thus inherently subject to change and diversity (Urry 1995). "Shifts in perception of what are regarded as desirable landscapes are associated with social and cultural changes in the society that tourists originate from" (Holden 2000). For example, in the mid-18th century a marked shift was noticed through the increased preference for romantic and picturesque scenery: "The previous landscapes of fashion were those of the European low countries, the Netherlands, because they illustrated the human ability to dominate nature to provide agriculturally productive terrain" (Holden 2000). In the 19th century, sublime landscapes of "wilderness" (like mountains and rugged

coastlines) gained prominence as places to visit. The English developed mountaineering and laid the foundations for alpine tourism. When looking at the impacts of leisure and tourism on European landscapes, regional differences become apparent. Climate, tradition, presence of cultural and natural attractions, socio-political conditions, geographical position and other factors determine landscape appearance, use and meaning.

1. DEVELOPMENTS IN LEISURE AND TOURISM

The nature and importance of leisure and tourism have changed considerably over recent decades and international tourism has grown dramatically over the last 50 years.

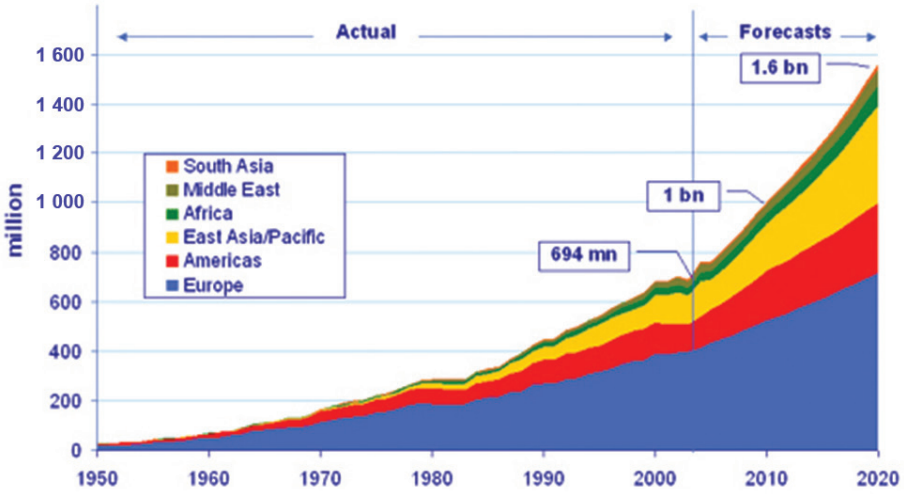
Tourism has become highly dynamic in all dimensions, including its character and locations. Improved infrastructure, car ownership, aviation and better integration of transport systems have increased people's action radius. World leisure and tourism demands continue to exceed expectations and show sustained growth, not even stopped by recent crises. Leisure and tourism have become major economic activities which add substantially to national economies and employment rates.

Consumer culture, based on intensified commodity circulation, has caused expanding leisure industries to provide an increasing and varied supply. The range of leisure and tourism products and activities becomes ever more diverse and dynamic (Mommaas et al. 2000; Meethan 2001). Products, services and places are no longer primarily assessed and chosen for their functional value but for their symbolic and experiential value. The expected experience value of products and activities has become increasingly dominant (Jensen 1999; Pine and Gilmore 1999; Schulze 1992). Free time is seen less as "spare time" than as "ultimate experience time" (Metz 2002) and people expect assured leisure satisfaction. Traditional supplies of sun, sea and pleasure or a simple, tranquil stroll in the countryside no longer suffice. Consumers have become very demanding. They expect high-quality goods and services and unique, memorable experiences. In their competition to attract consumers, leisure industries and authorities have introduced new, ever more spectacular, leisure and tourism facilities, and transformed landscapes. However, these tendencies to intensify, enlarge, multiply or accelerate experiences are counteracted by a re-appreciation of their counterparts: modesty, deceleration, quietness and complete relaxation.

A greater diversity in lifestyles, values and attitudes implies that the behaviour of consumers and travellers will be harder to predict and marked by a greater diversity. It is increasingly polarised into large global players and regional ones, in fact, thereby losing its middle ground (Nordin 2005).

Small independent tour operators thrive in highly differential niche markets. In the UK, for example, there is a strong demand for specialist activities such as walking, cycling and golfing holidays (Mintel Group 2006). The English Tourism Council describes some of the changing values and attitudes likely to have an impact on tourism and these include, for instance, a growing search for more authentic products: a focus on nostalgia, roots, other cultures and identity, an increasing interest in spiritual and intellectual activity (Veer and Tuunter 2005).

Figure 40. Tourism: actual growth and forecast



Source: www.unwto.org/facts/menu.html

Rural tourism, despite the crisis, is still a growing sector. This increase is caused by the development of new tourist markets and changing economies, in its turn caused by European integration. In practice, rural tourism usually involves small-scale, low-profile forms of leisure and tourism (Veer and Tuunter 2005).

Another growth market is health and fitness tourism, which can be seen as part of a larger societal trend that places an ever higher value on well-being and balance. With more material wealth and well-being, leisure has emerged as an ever more important value factor. Although health tourism has existed for a long time, being popular in many European (mountain) regions, its appeal has now broadened to a much larger market segment (Nordin 2005). Leisure and tourism have also changed through the arrival of new consumer groups: a rising number of urban dwellers; healthy and well-to-do senior citizens; tourists from growth markets such as central and eastern Europe and the group of "BRIC" countries (Brazil, Russia, India, China).

Significantly improved education levels have increased the demand for more complex forms of entertainment, often characterised by "active exploration" rather than passive consumption. At the same time, people are increasingly looking for simple pleasures, which they seek to find in the countryside: "peace and quietness", "space", "authenticity", "nature" and "health". Due to growing mobility and lower prices new, alternative, destinations have become accessible. As people's reach increases, the distinction between typical leisure and tourist destinations diminishes. A competitive, globalising market and high consumer demands have made quality a major distinctive factor. Remote places which offer high-quality, varied and safe leisure or tourist supply will be preferred over nearby mediocrity. Traditionally popular destinations are no longer obvious: if quality is inferior and no action is taken, decline is inevitable.

Leisure and tourism in facts and figures

Tourism is an economic activity capable of generating growth and employment in the EU, while contributing to development and economic and social integration (particularly rural and mountain areas, coastal regions and islands, outlying and outermost regions or those undergoing convergence). International tourist arrivals in Europe grew from 25.3 million in 1950 to 414.4 million in 2002, which represent a progression of 1537% in half a century (Leidner 2004). Although Europe is losing market share to other continents, it will remain the world's largest tourist-receiving region in the short and medium term, in both inbound and outbound international tourism (Spörel 2007). Six of the world's top 10 tourist destinations (in terms of arrivals) are in Europe: France, Spain, Italy, the United Kingdom, Germany and Austria (Mintel Group 2006). Tourism produces 5% of European GDP (ibid.) (Gross Domestic Product) and indirect, tourism-related spending produces another 10% of European GDP (ibid.). Depending on the definition of the sector, tourism employs 7 to 9 million persons in the European Union. If indirect employment is taken into account, over 20.6 million jobs could be recorded (the share of tourism employment varying between 4% and 12% of total EU employment, depending on the definition) (Leidner 2004). In total about 900 million holiday trips (88% of all nights spent in EU-25 collective accommodation), almost evenly distributed between short (1-3 nights) and long holidays (4 and more nights) were made by EU tourists in 2005. France, Germany, the United Kingdom and Spain together accounted for almost two-thirds of these trips (Spörel 2007). Inbound tourism takes a considerable share: residents represent almost 60% of all nights spent in collective accommodation in 2005 (Spörel 2007).

In addition, the three main destinations for outbound tourism, measured by the number of trips of four nights or more are Spain, Italy and France. Germany, the United Kingdom and the Netherlands generate most tourism in the EU-25 (Spörel 2007). Germany is set to reinforce its number one world ranking in 2006 in terms of international tourism expenditure, with the United Kingdom and France in the top four as well. If current trends are maintained, the Russian Federation will continue to be one of the markets offering the best growth potential over the foreseeable future (ETC 2006).

Over recent decades, travel and tourism have been large contributors to the world economy. International tourism has been growing at a slightly faster pace than the world economy and this seems likely to continue in the long term despite the current recession. International tourism has been the fastest-growing component of tourism, although for many OECD countries it remains less important than domestic tourism. While its economic importance varies widely, it is clear that tourism plays a crucial role in supporting economic growth and development, in sustaining employment and in generating foreign currency receipts. OECD countries continue to play a predominant role in international tourism, both for outbund and inbound flows. Tourism enterprises have contributed greatly to the overall, employment increase in the OECD. In the OECD area, for example, the employment growth rate in the hotel and restaurant industry exceeded 2% per year between 2000 and 2007, more than a percentage point ahead of the total employment growth rate (OECD 2010).

International tourist arrivals in the pan-European region continue to grow, as does the economic importance of the tourism industry in some traditional and new destination countries. Growth is particularly rapid in south-east Europe and eastern Europe, the Caucasus region and central Asia (EECCA), but from a far lower level than in western and central Europe, which remains the main tourist destination globally, with 43% of the world total arrivals (EEA 2007). Although accurate statistics about leisure-related expenditures cannot be found on a European scale, national statistics suggest that they exceed tourism expenditures.

Global crisis

Tourism has been variably impacted by the financial and economic crisis that hit the global world economy in 2008 and 2009. Tourism flows started to decline in the second half of 2008 (inbound OECD arrivals declined by 1.8% in the third quarter of 2008, compared to the third quarter of 2007 and by 4.3% in the fourth quarter of 2008, compared to the fourth quarter of 2007); that decline deepened at the beginning of 2009 (–12.5% and –6.5% respectively in the first and second quarters of 2009). International tourism has been affected more than domestic tourism, business tourism more than leisure tourism, hotels more than other types of accommodation and air transport more than other types of transport.

Paradoxically, certain forms of tourism have been impacted only slightly or have even experienced growth in this crisis period. For example, cruise tourism fared pretty well and the 2008-09 winter season in the Alps enjoyed a record year (OECD 2010). Demand trends have been changing tourism; in particular, there is a tendency towards more frequent trips during the year, coupled with shorter individual stays. Over the last decades, competition on tourism markets has sharpened with the emergence of new destinations (OECD 2010).

Different types of tourism and leisure

The conventional form of tourism, the package holiday, is generally labelled mass tourism. Alternative forms of tourism, often labelled "independent" or "rural tourism" if they are geographically situated away from urbanised (seaside and mountain) areas, are predominantly believed to play a pivotal role.

Main segments are agritourism (tourism related to the participation in agricultural activities), cultural tourism (based on cultural resources), ecotourism (based on natural resources), active tourism (sports and adventure), and health tourism (physical and mental personal care, wellness). However, the distinction between mass tourism and "independent" tourism is not as strict and clear as it seems. These days, many hybrids exist and a variety of package deals is offered in "independ ent" segments. Consequently, it is very difficult to get hold of reliable data on the relative share of mass tourism and "independent" segments.

Hall et al. (2003) estimate the contribution of rural tourism to the total supply at 10% to 25%. In 2002, the World Tourism Organisation estimated yearly growth rates of 6% against an average of 2%. Some countries in southern and eastern Europe showed much higher rates, up to 20%. According to the European Federation of Rural Tourism, Eurogîtes, there are about 400 000+ rural accommodation units in Europe /4 million+ bed places. The multiplier ratio of rural tourism is above 2.2 (one euro of tourism spending creates 2.2 euros for the local economy).

Agritourism is a substantial complementary income: four bed places create income equivalent to one employment and in Austria for example, one out of five farmers provide this service (Ehrlich 2006). "Ecotourism, in the strictest sense of the word, still only accounts for a small proportion of the total tourism market. Current estimates are between 3-7% of the market" (WTTC, WTO and Earth Council 1996). Tourist volumes throughout Europe are increasing. Tourism is often fragmented: its growth is concentrated in specific environments and destinations, creating localised pressures. Tourism generally makes heavy calls on environmental resources.

However, tourism makes major contributions to economic development in many places throughout Europe. Inbound tourism expenditure in the pan-European region in 2005 was more than US$338 billion. Moreover, tourism is an important factor in social development and cohesion; at the pan-European level the travel and tourism industry provided employment for an estimated 12 million people in 2006.

The challenge remains to develop and encourage patterns of tourism that do not jeopardise the benefits to tourists, the local and national economies, and the natural resources of the areas and countries visited. Sustainable tourism development is widely recognised as a way of fostering the economic and social viability of destinations (WTTC, WTO and Earth Council 1996).

On observation of the world tourism maps on the website Worldmapper (www.worldmapper.org), four trends emerge.

Tourist destinations (map no. 19[2]): Western Europe is the most popular destination for international tourists. The region received 46% of world tourists in 2003.

Tourist origins (map no. 20[3]): The size of territories is proportionate to the number of residents who have been on a tourist trip abroad. Of the 665 million tourist trips made in 2003 most were made by residents of western and eastern Europe and North America.

Net in-tourism (map no. 21[4]): The size of territories is proportionate to the number of tourists they receives minus the number of tourists who leave the territory each year. France and Spain together receive over one third of world net tourism. Spain, which receives fewer visits than France, is visited three times more than the next three territories with high net tourism: they are Austria, Italy and China.

Net out-tourism (map no. 22[5]): The size of territories is proportionate to income from world tourism in 2003 (dollars). This money mainly goes to rich countries such as the United States, Spain, Italy and France.

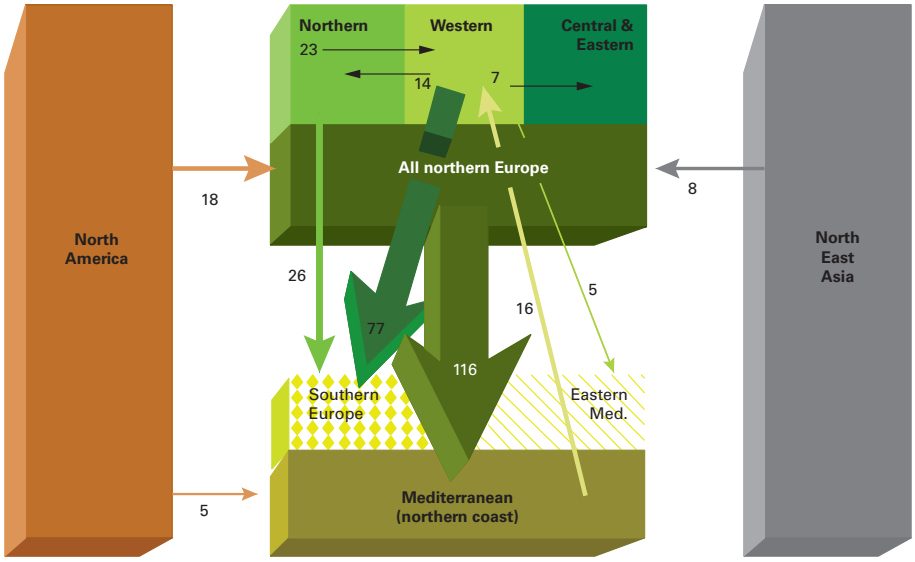
2. www.worldmapper.org/posters/worldmapper_map19_ver5.pdf
3. www.worldmapper.org/posters/worldmapper_map20_ver5.pdf
4. www.worldmapper.org/display.php?selected=21
5. www.worldmapper.org/display.php?selected=22

2. LEISURE AND TOURISM AS DRIVING FORCES FOR REGIONAL AND LANDSCAPE DEVELOPMENT

Because of their great economic importance, leisure and tourism are increasingly seen as the main contributor to current and future regional economies and their landscapes. Isolated locations, difficult climate conditions, inaccessible terrain and suchlike hamper the economic viability of agriculture in various areas. Leisure and tourism developments are supposed to provide declining communities with alternatives to stay alive. Great scenic or natural beauty have become important assets for leisure and tourism development. Lively and strong cultural identity and traditions can also contribute to the tourist potential of a region. (European Commission 2004; Jouen 2000). Derelict areas are being transformed from hostile no-go areas into attractive leisure destinations with the objective to create new employment and attract new residents. In regions where the dominant position of agriculture is under pressure due to urbanisation, processes of transformation and diversification can be observed as well. In rural areas agriculture increasingly has to compete with other sectors and functions which are claiming their place in the countryside. Entrepreneurs have to deal with increasing competition and different requirements with regard to the quality of products, production processes, plant and animal health, welfare and the environment. Rural areas are in demand both in terms of housing and leisure activities. This in turn leads to new opportunities for socio-economic developments (Veer and Tuunter 2005). Leisure and tourism are considered important economic supports of future rural economies.

All these processes combined to cause major changes at the local, regional, national and international scale. Leisure and tourism have made a substantial contribution to changing the landscapes of Europe. These processes are complex, multifaceted phenomena influenced by a variety of economic, sociocultural and other driving forces. Depending on the context, these driving forces are dealt with in many different ways, causing both positive and negative impacts. Some landscapes turn out to be temporarily attractive, geared towards short-term economic profits; others prove long-lasting, beautiful, attractive and imaginative. Leisure and tourism act like parasites; consuming life, space and meaning without regard. "In the sheer volume of its geographical flows and presence impact, tourism represents a highly effective factor of change in the landscape" (Terkenli 2002). "The pre-existing landscape is either greatly modified (as heritage planning in urban areas) or totally obliterated (as with the building of Disney theme-parks)" (Rodaway 1995). Yet leisure and tourism can also create new landscape qualities and contribute to sustainable landscape development, settling a symbiotic relation with mutual profits. Positive and negative impacts often turn out to be two sides of the same coin: people and regions profit from leisure and tourism developments, but these come at a price. The development of leisure and tourism needs to be subjected to careful planning in order to become and remain a valuable contributor to people and landscape. "Sustainable development" strategies attempt to find more well-balanced approaches.

Figure 41. Major tourism flows within and into Europe in 2000 (million arrivals)



Travel research international from World Tourism Organization data.

Some landscapes have become mono-functional tourist areas, others have absorbed leisure and tourism activities while maintaining their original character. Some areas have been popular destinations for many decades, or even centuries, others recently appeared on the scene.

> Over-reliance on tourism, especially mass tourism, carries significant risks to tourism-dependent economies and their landscapes. Economic recession and the impacts of natural disasters, as well as changing tourism patterns, can have a devastating effect on the local tourism sector. (UNEP-DTIE 2002)

The North Sea for example has encountered a serious competitor in the Baltic Sea after the fall of the Iron Curtain.

The British countryside suffered severely from foot-and-mouth disease. With the intention of controlling the spread of the disease, public rights of way across land were closed by order. As walkers play a vital role in the British rural economy, the ban severely damaged the popularity of areas such as the Lake District. Mass tourist areas, scenic landscapes, cities and highly urbanised regions, the main tourism and leisure destinations of Europe, are all undergoing many changes.

3. EUROPEAN LANDSCAPE REGION TYPOLOGY

The Recommendation Rec(2002)1 of the Committee of Ministers of the Council of Europe on the guiding principles for sustainable territorial development of the European Continent uses a typology to describe and analyse the different developments and approaches in the vast European territory. They refer to mountains, seas and islands, rivers, cities, and so on. In this report, more or less the same components of landscape are used. By doing so we also follow the lines of the European-wide study *Greetings from Europe: landscape and leisure* (Hazendonk et at 2008).

3.1. Areas of mass tourism

Apart from cities – which attract many tourists – coastal and mountain areas are the most popular tourist landscapes. Large parts of these landscapes have been completely transformed and adapted to tourism, consisting of agglomerations of mass tourist resorts.

Landscape qualities that were once the main motive for tourist developments have become side issues. Amusement, shopping and social activities come to the forefront. Souvenir shops, theme parks, clubs, discotheques and marinas with luxurious yachts have surpassed beaches and picturesque fishing ports as major attractions.

Coasts, islands and mountains – and in general settings characterised by attractive natural resources – remain particularly sensitive to tourism development. Degradation, sometimes irreversible, has already occurred in some popular and mass destinations (EEA 2007). In popular alpine tourist resorts, the "après-ski" seems to have replaced the ski slopes as the main attraction.

Increased consumption in mass tourist areas puts pressure on scarce natural resources. Environmental impacts range from land-take to habitat fragmentation and biodiversity loss, over-use of water and energy, and the need for additional waste and wastewater disposal facilities. Pressure on areas surrounding harbours is also common.

One of the most critical resources is fresh water. Excessive personal use and a rise in facilities such as swimming pools and golf courses have led to scarcity, especially in dryer regions and on small islands. In terms of water consumption, it is well known that tourists consume more than residents. In Majorca, for example, UNEP reports daily average water consumption of 440 litres by tourists, compared with 250 by residents in urban areas and 140 by residents in rural areas. (UNEP in UNWTO 2004) In the Balearics, for example, as a result of this, groundwater levels have dropped over 90 metres since 1975 (IUCN 1996). A benchmarking exercise for accommodation establishments (Hamele and Eckardt 2006), based on data collected from a few hundred businesses in west and central Europe, has calculated an average water consumption per overnight stay in a hotel of 394 litres, the benchmarking value being 213 litres; water consumption in a campsite was 174 litres per overnight stay, against a benchmarking value of 96 litres. Similar gaps between average and benchmarking values were recorded for energy consumption; 77.2 kWh per overnight stay in a hotel against a benchmark of 30 showing that lower consumption, and thus lower pressures on local resources, is possible.

Vast numbers of tourists also produce large amounts of waste. Many small communities have increasing difficulty dealing with this mountain of rubbish. On Majorca and Ibiza, relatively small islands, authorities have had to introduce tourist taxes to deal with waste and litter caused by the millions of tourists who visit each year (www.iucn.org) (IUCN 1996). In 1994 the International Federation of Tour Operators presented a study, examining the development and corresponding environmental and economic impact of tourism on Majorca over the past 40 years (Selwyn 1994). The study then proceeded to test its broad applicability

on Rhodes, another Mediterranean island, which, unlike Majorca then, was on the brink of intensive tourist development.

Many resorts show little respect for local and regional identity. Ski resorts all over Europe are being built in a generic alpine-look tourist chalet style which has little to do with traditional building styles and their subtle local architectural differences. Some examples are known where new quality landscapes in modernist style are created, such as Flaine, the ski resort in the French Alps, by Marcel Breuer.

3.2. Coast

Since the seaside is the favourite destination for most Europeans, coastal areas and islands are subject to significant pressures. Land-take for tourism-related buildings and infrastructure (for example, hotels, second homes, apartments, leisure and commercial activities and marinas) has historically occurred along the French Riviera and the Spanish coast (Costa del Sol and Costa Brava), sustained by the growth of a European middle class, but it has been occurring as a development model in other coastal areas, such as Brittany, the South Baltic, around the Black Sea (EEA 2006) and lately Turkey. In Italy, for example, 43% of the coast is completely built up.

Figure 42. Transformation of landscape by tourism

Playa del Ingles is an example of where tourism has totally urbanised and transformed landscape. Source: Hazendonk et al. 2008.

Coastal regions often account for the highest number of bed places; the number per inhabitant (tourism intensity, usually expressed per 100 inhabitants) is an indicator of accommodation capacity and it highlights potential socio-economic pressures. In the EU-25, within the 10 highest values were six island/coastal regions (Committee of Regions of the European Union – COR 2006): Balearic Islands, Spain (52.5 bed places per 100 inhabitants), Notio Aigaio, Greece (49), Corsica, France (42.3), Ionia Nisia, Greece (34.6), Algarve, Portugal (33.3) and Zeeland, the Netherlands (30.1).

The construction of accommodation, infrastructure and other tourist facilities has changed landscapes and has had severe physical impacts such as land degradation and damaged coastal and alpine ecosystems. The same can be said for tourist activities: intensive and unsustainable use of vulnerable ecosystems, such as marine and coastal areas and alpine regions, contribute to the loss of biodiversity and cause erosion. The Alps, for example, have managed to obtain 12% of the worldwide sales in tourism. But the 40 000 kilometres of ski runs that have been created for tourism have brought about large deforestation and severe erosion. Adaptation to climate change may increase the impacts of tourism on the environment. Reduction of areas with reliable snow coverage (66% in the Alps, under the worst scenario) may result in higher pressures from winter tourism (EEA 2007). Biodiversity also suffers due to trampling and disturbance (In't Veld et al. 2006).

Besides causing pressure on natural resources, tourism also leads to socio-economic pressure. Small communities host numbers of visitors that far exceed their own population.

Once areas become more attractive to tourists, everyday living costs and real estate prices rise, often making places unaffordable for those people who grew up in them. The development of tourism can produce cutting contrasts of rich tourism enclaves in poor surroundings and can negatively affect the relationship between hosts and visitors. In addition, reliance on tourism makes regions very vulnerable.

In spite of these influences (potentially) leading to negative impacts, examples of responsible tourism development strategies exist as well. Artist César Manrique, for example, encouraged tourism development of the Canary Island of Lanzarote based on environmental capacity and local identity. He lobbied successfully for the use of traditional materials and colours in buildings and for a ban on high-rise hotels on the island. Nowadays, a new land-use plan is being developed for Lanzarote to refresh this old inspiration for the sustainable development of the island and its tourism. Tourism is the carrier of the island's economy and thus its landscape. An example for this plan and other island developments could be the land-use plan for Menorca.

Figure 43. Sustainable landscape development

Islands are good places for experiments on sustainable landscape-oriented development. A long-familiar example is the development strategy of Lanzarote inspired by Manrique. Source: Hazendonk et al. 2008.

The areas of mass tourism most likely to become the subject of change are those that have a narrow focus. Most coastal tourist resorts, for example, have aimed to attract mass tourism by focusing on market segments at the lower end of the socio-economic scale.

Price was favoured over quality and standards. However, times have changed. People are no longer content with just sun, sea and amusement. The experienced tourist has come to expect better quality and a more varied supply. This has led to the diversification of leisure and tourism, creating new and different segments: sports and adventure, culture, wellness and nature. Hinterland landscapes of main tourist destinations are likely to be exploited and developed in order to meet contemporary needs and wishes, and to compensate for decreased expenditure.

3.3. Cities and urbanised regions

The major driving force behind the use and adjustments of landscapes for leisure purposes is ongoing urbanisation. The physical pattern of urban growth in Europe is predominantly one of urban sprawl.

Not all cities are expanding; some regions experience urban shrinkage, most noteworthy in post-socialist central and eastern Europe, and especially in former eastern Germany. The collapse of industries, unable to cope in a highly competitive global market, has led to high levels of unemployment, forcing people to move away. In the coming decades, more and more regions will experience this shrinkage.

Figure 44. Leisure activities

Rome: most leisure activities take place in an urban environment. Source: Hazendonk et al. 2008.

Most leisure activities take place in urban environments. "Citizens prefer urban areas over the countryside, not only in general but also for outdoor recreation" (Harms 2006). Even for outdoor recreation, walking and cycling, about two thirds of the activities take place in urban areas. In the Netherlands, 90% of leisure activities in "green" areas take place in the city (Davegos et al. 2004); public gardens, parks and park forests are very popular leisure environments. However, many cities suffer from high deficiencies of

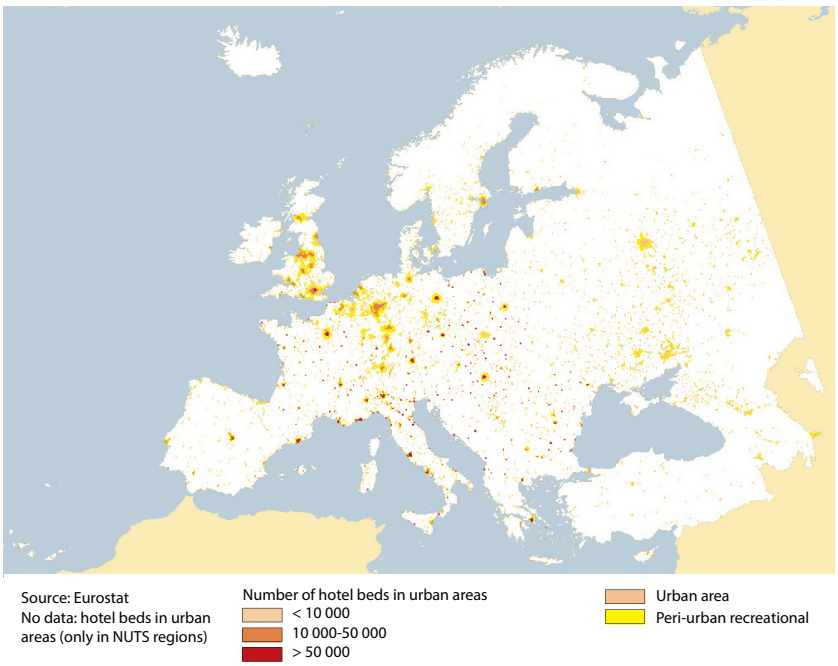
green areas for leisure purposes and people generally are not prepared to travel long distances for (leisure) activities undertaken on a regular basis. As a result, pressure on peri-urban areas is high. Attractive cultural and natural landscapes in the vicinity of urban areas are increasingly being adjusted to accommodate leisure needs and wishes of urban dwellers. The predominant land use may still be agriculture or nature, but the character of these landscapes is plural and diverse. When agricultural landscapes in the vicinity of urban areas are considered unattractive or unsuitable to accommodate large volumes of visitors, recreation areas, park forests, golf courses and other outdoor recreation areas are being developed, as enclaves or intertwined with other land use.

On a landscape scale most of Europe's metropolises have developed several green systems, often based on urban forests (Konijnendijk et al. 2005). There are several typologies of green system landscapes, such as the finger model (Copenhagen and Amsterdam), a green heart (the Netherlands), or the greenbelt of London. Most capitals have a famous city forest, some of which are ancient (Paris, Berlin, Brussels and London), sometimes developed in the last century (Amsterdamse Bos or Parque Monsanto of Lisbon).

For non-regular or incidental leisure activities however, people tend to accept longer distances and more travel time. From a supply point of view, it means that the catchment area of recreation and tourist attractions has increased. Major attractions like Disneyland Paris in France or Europa Park in Germany have only been able to flourish because of increased mobility and people's changing habit of going on holiday more than once a year.

These mass attractions tend to be located in the vicinity of metropolitan areas. Cities and theme parks profit from their mutual presence and good access.

Figure 45. Urban tourism and recreation



Source: Hazendonk et al. 2008: 192.

Cities are popular tourist destinations as well; they are short trip destinations par excellence with their accumulation of diverse attractions and events. In London, tourists buy 30% of theatre tickets and account for half of all visits to London attractions. Commercialised entertainment has become indispensable for urban economies; therefore urban revitalisations have become crucial for feasibility and survival (Hannigan 1998). In 2004, city tourism had a share of 38% of all European outbound travel (UNWTO 2004). Germany and the UK are the two top source markets of European city tourism demand; Paris and London are the favourite destinations.

The explosive growth of low-cost carriers has also made a major contribution to the growth of urban tourism. Many cities that were previously out of reach have now become viable options for a weekend break, or short holiday, and provide direct competition for short holidays in one's own country. In France, for example, average tourism growth rates are about 2%, but for Paris these are 9%. Non-urban landscapes follow these trends. For example, access to the Costa Brava takes place through Gerona, which is a low-cost carrier airport.

Also city trips open up, or reopen, attention to certain regions and landscapes and promote their economy through the growth of tourism.

Second residences

Second residences have become more and more popular, either in the home country or abroad. Most second homes are acquired for leisure purposes.

> The proportion of second homes across the EU varies considerably, with some of the highest concentration located in Southern European countries, because of both the high local demand and their attraction as classic holiday destinations. In countries such as Greece, Italy, France and Spain, between 10 and 15% of housing stock is comprised of second homes. Although Southern Europe is better known for its second homes, there is also a high proportion of second residences in Northern Europe, because of the number of affluent countries in the region. […] Northern and Eastern countries have their own very specific traditions on "second" homes, datsjas and summer houses. The trend for second homes is likely to grow in the long term, because of cheap flights and lower living costs abroad. (Ball 2005)

A large share of the rural second houses in Europe seems to be coastal, especially in France, Greece and Spain (Gallent and Tewdwr-Jones 2006). The distance from owners to their second home has increased: where, for instance, the Dutch previously had homes in northern France, nowadays Spain and even Morocco and Turkey are in the picture. The economic crisis, combined with the real estate crisis, has and will have a great effect on the second home market (Koutoulas 2008). In the long run this will also influence the surrounding landscapes and their development.

Para-tourism

The importance of the connected phenomenon of "para-tourism" is (as for landscape development) no longer negligible. Tourists come and go, but holiday homes that sometimes become permanent addresses, are here to stay. Retired people, or even the active population, choose increasingly to live in their former holiday destination,

often mature destinations. The transforming of tourist areas into homes is another stage in the landscape evolution of Provence, Catalonia, Tuscany, Andalusia, the Balearic Isles and Istria.

Even if those with holiday homes, or new arrivals, should have something to say in the governance of the tourist regions, which are progressively becoming "shared landscapes", the speed of change and a lack of preparation can give the impression of an invasion. In relation to landscape management, it seems clear that the newcomers have a different background and lack knowledge of the *genius loci*. In any case, this phenomenon leads to diversification of the local economy. On the Languedoc coastline (France), for instance, the resort La Grande Motte, created in 1966, now combines a town-resort of residents and a tourist-resort for temporary summer visitors. These two groups mix with local visitors, those with holiday homes and the winter holidaymakers who are increasing.

3.4. Scenic landscapes and their appreciation

While amusement and social motives appear to prevail in mass tourist areas, scenic landscapes are, first of all, valued for their landscape qualities: scenic views, cultural heritage, wildlife and picturesque villages.

The English Tourism Council describes some of the changing values and attitudes likely to have an impact on tourism: a growing search for more authentic products, a focus on nostalgia, roots, other cultures and identity, and an increasing interest in spiritual and intellectual activity (Veer and Tuunter 2005). These trends are articulated in the emergence of products that capitalise on the cultural resources of a certain area. Cultural tourism is defined by the Association for Tourism and Leisure Education (ATLAS), a network of universities with research interests in tourism and leisure, as "[t]he movement of persons to cultural attractions away from their normal place of residence, with the intention to gather new information and experiences to satisfy their cultural needs". Many sub-categories can be identified, such as agritourism, heritage, spiritual and gastronomic tourism. Motivations may be very different but nature, experience and cultural authenticity are always core factors. The popularity of many of these landscapes lies in their supposed unspoilt and authentic character.

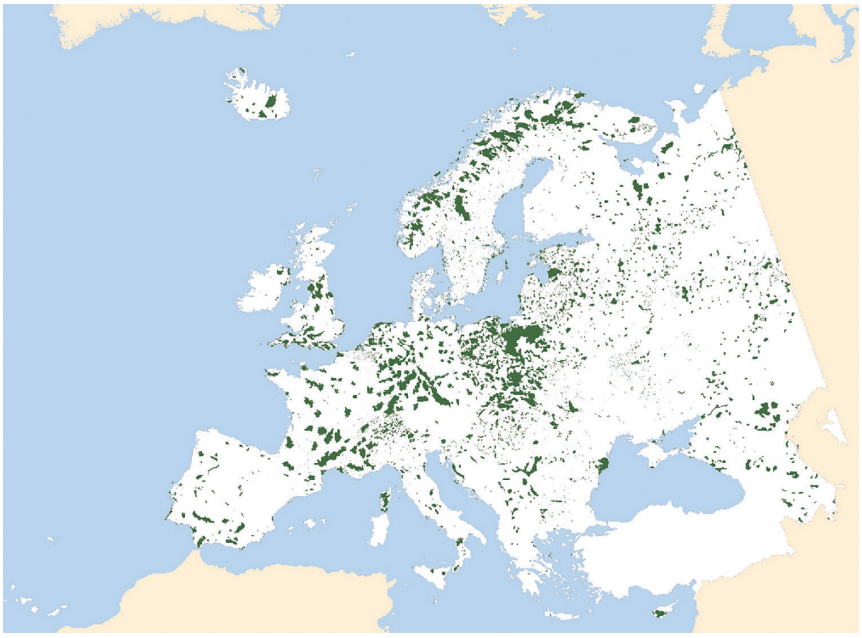
Figure 46. Recreational value of forests

Forests are widely appreciated for their recreational values which range from nature appreciation to intensive use for picnic and sporting activities. Source: Hazendonk et al. 2008.

Other landscapes are especially attractive for their natural qualities. Nature areas and rural landscapes attract people who enjoy landscapes for their natural beauty and like to watch wildlife. Again, the concept of unspoilt, intact landscapes prevails: the "wilder" the better. Obviously, this is all illusion, as most landscapes have undergone major changes. In countries such as Germany, Denmark, Sweden, France and Italy structural transformations date back to the beginning of the 20th century or the 1950s. In other countries such as Portugal, Ireland, Spain, Greece and Finland the countryside has only recently had to deal with problems such as the exodus of the rural population, increasing unemployment and the accelerated restructuring of production. In addition, tourism itself has caused considerable change to scenic landscapes. The more these landscapes are physically adjusted to leisure purposes, the less "wild" and authentic they become. Like areas of mass tourism, they have been adjusted for tourist purposes, though not that radically. Tourist facilities and accommodations were developed, the landscape was opened up, natural and landscape features were transformed into tourist attractions. However, compared to mass tourist resorts, entrepreneurship is more local, individual and less organised.

Scenic landscapes are subject to fundamental economic and sociocultural changes caused by leisure and tourism. Leisure and tourism can improve local liveability, for example by means of better infrastructure and investments in green space and recreational areas. Residents benefit from commercial (shops) and public (cultural events and communal activities) facilities that are primarily developed for tourism. In rural areas with pressurised and heavily subsidised agricultural sectors, leisure and tourism form a welcome diversification of the local economies, as rural leisure and tourism are closely related to the consumption of locally-produced goods. "Leakage" – tourist spending that leaves the local economy through the import of goods and services – is significantly lower than in the case of mass package tourism. Tourism and recreation are beneficial for the local labour market and can help counteract the depopulation of the countryside.

Figure 47. Protected landscapes



Common Database of Designated Areas UNEP/EEA; Federal Agency for Nature Conservation, Germany; Environmental Agency Slovenia; Institute of Soil Science and Plant Cultivation Pulawy; no data: Turkey, Albania. Source: N. Hazendonk et al. 2008: 190.

Positive spin-offs for the environment are the improved environmental management and planning of the area. Similar to the improvement of local awareness of the value of cultural heritage to a community, tourism can raise awareness of the value of natural resources. Visitation and appreciation of natural areas will increase the willingness of local and national governments to invest in nature preservation. In some cases visitors contribute directly to the finance of natural park protection. Many scenic landscapes have come under strict protection to conserve their special qualities. These areas are designated as national parks, national landscapes, protected area network parks, areas of outstanding natural beauty and a variety of other conservation formulae.

Figure 48. Commoditised landscape

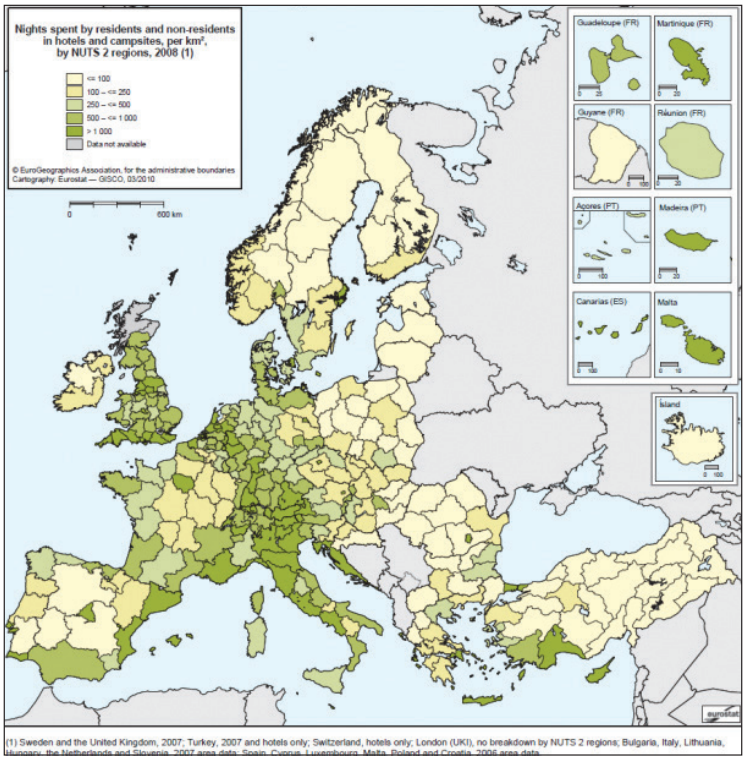
Landscapes are packed, commoditised and presented for consumption. Photo: Aarsman

Yet the impacts of leisure and tourism are not purely positive. It is clear that scenic landscapes have to cope with both positive and negative impacts of leisure and tourism.

Often, there appear to be two sides of one coin. "The seasonal character of much tourism may create problems for destinations that are heavily dependent on it" (UNEP-DTIE 2002). Negative impacts include increased traffic and littering. Vulnerable ecosystems and heritage sites can suffer degradation at the hand of uncontrolled tourism. Moreover, when the social and cultural carrying capacity of local communities is overexploited, tourism can cause clashes. Areas are increasingly subjected to extensive regional branding. "Rural areas are becoming a green backdrop setting for present-day pleasure. Landscapes are packed, commoditized and presented for consumption; the more 'authentic' the better" (Metz 2002:181). When religious rituals, traditional ethnic rites and festivals are reduced and sanitised to conform to tourist expectations, and the original identity is lost (Metz 2002:181), commoditisation becomes a problem. Local "identity" and privacy of community members may deteriorate.

Current markets make demands on rural tourism in terms of quality, safety, hygiene and comfort. "While landscape, accommodation, food and drinks etc. must meet the visitors' desire for the new and unfamiliar, they must at the same time not be too new or strange because few visitors are actually looking for completely new things". (Metz 2002:181).

Figure 49. Tourist accommodation in 2008



Map showing nights spent by residents and non-residents in hotels and campsites. Source: NUTS 2.[6]

6. Nomenclature of Territorial Units for Statistics (French: Nomenclature des unités territoriales statistiques (NUTS)) is a geocode standard for referencing the subdivisions of countries for statistical purposes.

4. TOURIST MOBILITY

Tourism involves mobility. Touring has always been one of the origins of tourism and leisure. The evolution of leisure is strongly linked with that of mobility. Strolling, in contrast to walking, has from the beginning had both a leisure and a personal development purpose. The "parkway" and "autobahn" concepts as types of development of automobile infrastructure landscapes were invented primarily for leisure purposes. The first highways in France and Italy served touristic purposes and were sponsored by the national touring clubs. In the Netherlands, and probably in many other countries in Europe, half of all traffic movements are leisure-oriented.

Tourism is still one of the main drivers of increased demand for transport, particularly the most environmentally damaging and landscape-affecting modes: private cars and, more critically, air transport. In Europe, in 2005, about 59% of the tourists reached their destination by road and 34% by air. Low-cost airlines are playing a significant role in increasing the mobility of visitors (EEA 2007).

The most environmentally damaging modes, car and air, are still the preferred ways of travelling to destinations (EEA 2006). Road travel is by far the dominant mode at the pan-European level, closely followed by air in western and central Europe and south-east Europe. Rail is still frequently used in EECCA. Access to tourist destinations needs to be managed on a wider scale than the individual locations, including at the trans-European level. For example, deregulation of the air transport system has widely encouraged the use of low-cost airlines, which in turn have sustained the growth of air transport and contributed to increasing the average distance travelled to a destination (EEA 2007). Anyway, it has had a profound impact on the landscapes concerned.

According to a market update (European Organisation for the Safety of Air Navigation – Eurocontrol 2006) covering 30 countries at the pan-European level, by May 2006 16.3% of all flights were by low-cost airlines. There are 50 low-cost carriers operating out of 22 countries. The UK is the biggest market with more than 32% of flights operated by low-cost companies, followed by Ireland; traditional destinations such as Spain, Italy and France have market shares ranging between 10% and 20%. The 11 member airlines of the European Low Fares Association reported 106 million passengers for 2006, about 15% of total air-transported passengers in 2005 to, from and within the EU-25 (Directorate General of the European Commission for statistical information – Eurostat 2007).

Marketing strategies, thus, do not always encourage environmentally sound behaviour, and their effects need to be counteracted by appropriate measures.

The example of low-cost carriers is self-evident. Firstly, city-oriented leisure-based activities are affected and, linked to this, leisure activities in countryside landscapes. Apart from the ecological effect on landscapes, it also affects the accessibility of landscapes and thus the distribution through Europe's landscapes of the tourism flows. Taking into account the increasing contribution of aviation to global climate change, the European Commission has proposed legislation to include the aviation sector in the EU Emissions Trading Scheme (ETS). According to the commission, this

will not significantly affect tourism, but will generally affect the growth in demand which will inevitably have some effect on tourism, since it is expected that compliance costs will be passed on to passengers (EEA 2006).

Other policy areas that interact with tourism, such as spatial planning, transport, energy and marine, remain key to tourism development. Therefore a clear need exists to rationalise measures that affect tourism through better regulations and policy co-ordination.

5. FUTURE CHALLENGES FOR EUROPEAN LANDSCAPES AND TOURISM

Preceding examples, facts and figures have shown that the influence of leisure and tourism on landscapes is extensive and radical. The affected landscapes include not only environments designed and built purely for leisure purposes but almost any landscape. Cityscapes, areas around urban agglomerations, traditional tourist landscapes, remote new tourist destinations in former peripheral regions; their meaning as leisure and/or tourist landscape increases. The main function of many landscapes is gradually shifting towards "offering relaxation, space and recreation" (Frerichs and Wijs 2001). It is obvious that such changing attitudes bring about different expectations of usefulness and experiential qualities. The more dominant the consumptive image of landscapes, the more obvious the process of commodification. Many regions attempt to make a profit from leisure and tourism, especially when other economic carriers are failing.

After all, leisure and tourism are major economic forces worldwide and Europe is still one of the major players. The impact of leisure and tourism is noticeable everywhere, from local daily life to international global flows, with complex interference on all levels. However, regional differences within Europe are manifold and dynamic. Both landscapes and local, regional and national contexts are diverse. Shifting tourist flows, ongoing urbanisation and changing wishes and demands force existing leisure and tourist areas to adjust in order to prevent decline and stimulate other areas to develop landscapes as leisure and tourist destinations.

The wish to make quick profits and the lack of interest from market parties and authorities has led to rapid, unregulated growth of low-quality leisure and tourist destinations. Landscapes have degenerated and suffered biodiversity loss and environmental problems. Where tourism was primarily focused on amusement and fun, and had little relation to landscape features, developments turned out to be nothing less than parasitic. These forms of tourism have degraded the environment, long-term economic viability, social structures and the cultural traditions of local landscapes and communities. The preceding paragraphs made clear that such impacts are certainly not restricted to mass tourist areas. Leisure and tourist developments can have diverse negative impacts if economic interests prevail one-sidedly. Yet, when landscapes hold the main assets on which the tourism industry depends and tourism flows are in proportion to the region's capacity, conservation and careful management of key qualities are a must. If mutual profits are better balanced, leisure and tourism can develop a symbiosis with local communities, and landscapes will thrive. Quality and sustainability are directly linked and interdependent.

"Sustainability principles refer to the environmental, economic, and sociocultural aspects of tourism development, and a suitable balance must be established between these three dimensions to guarantee its long-term sustainability. Sustainable tourism development guidelines and management practices are applicable to all forms of tourism in all types of destinations, including mass tourism and the various niche tourism segments" (UNEP-DTIE 1995). This statement emphasises that sustainable leisure and tourism are as complex and diverse as leisure and tourism in general. Sustainability is a concept open to various interpretations and elaborations. Different stakeholders in different contexts will produce different visions and solutions for different landscapes, based on the same general principles of sustainable development. The challenge is to develop sustainable forms of leisure and tourism taking people, planet and profit into account and elaborating them into size-fitting solutions that appeal to both local communities and visitors. It will add to the planning and management of "future changes in a way which recognises the great diversity and the quality of the landscapes that we inherit and which seeks to preserve, or even enhance, that diversity and quality instead of allowing them to decline", as formulated by the European Landscape Convention.

6. POLICY AND ACTION AT INTERNATIONAL LEVEL

The Convention on Biological Diversity and the EU's Sixth Environment Action Programme identified tourism as one of the key sectors having an impact on the natural environment (and thus the landscape). The general consensus among the various international organisations is that the integration of environmental dimensions in all major policy areas has to be the motif in the evolution of environmental policy. Full commitment to agreed measures can only be achieved by shared responsibility between the various parties involved, that is, governments, industry and the general public.

6.1. Worldwide organisations and international conventions

UNESCO's World Conference on Sustainable Tourism 1995 passed the Charter for Sustainable Tourism urging governments to draw up action plans for sustainable development applied to tourism. In the same year, three key international organisations – the World Travel and Tourism Council (WTTC), the World Tourism Organization (UNWTO) and the Earth Council – jointly produced a report "Agenda 21 for the travel and tourism industry: towards environmentally sustainable development" which translated Agenda 21 into a programme of action for travel and tourism.

WTO is the intergovernmental organisation for tourism. It developed a sustainable tourism development guide for local planners (UNWTO 1993). It has worked with various national tourist associations (NTAs) to develop courses on planning for sustainable tourism development at a local level.

WTTC is a global coalition of chief executive officers from all sectors of the travel and tourism industry. One of its primary goals is to promote environmentally compatible developments by establishing a policy framework for sustainability based on

Agenda 21 and by encouraging environmental industry initiatives such as the Green Globe programme. The prime objective was to provide low-cost, practical means for all travel and tourism companies to improve their cultural and environmental practice. It supports companies in entering a continuing cycle of improvement as well as helping adapt corporate culture and practice.

A growing number of tourist destinations are working with private sector companies to ensure that development which brings wealth and jobs to the community occurs in a sustainable way. It offers common Agenda 21-based standards, as well as global best practice techniques and technologies for such endeavours.

International conventions contribute further to developing international tourism activities in a sustainable manner. One good example for an environmental legislative framework on an international level is the Tourism Protocol of the Alpine Convention. All alpine states commit themselves to developing sustainable tourism in all alpine regions. Another example is the Mediterranean Tourism Charter, the primary objective of which is the preservation of the common heritage.

6.2. European organisations

Although it does not offer specific competence in tourism, the Treaty on European Union acknowledges that EU actions should include measures in this field in order to accomplish the other tasks which have been specifically assigned. The environmental objectives were set out in the Fifth Environmental Action Programme in 1992 where tourism was declared a priority field of action.

In 1995 the launch of wide consultation on the basis of the European Commission's Green Paper on the role of the Union in the field of tourism represented a major effort in the assessment of the needs and scope of community action. Among others, the paper described actions in progress in the field of tourism and the instruments it has for this purpose.

From an operational point of view, this period was marked by the finalisation of several programmes, the evaluation of implementation, and the definition and launch of new initiatives and proposals, such as the commission's proposal for a first multi-annual programme to assist European tourism, "Philoxenia".

Several activities have been implemented by the Council of Europe in recent years, in the field of tourism and the environment: the specialised colloquies on the themes of protection of the Mediterranean coast; seminars on specific problems in central and eastern European countries; topics such as tourism in forested and mountainous areas, protection of deltas, sustainable tourism development or the integration of socio-economic factors in tourism.

Within the special programmes for co-operation with central and eastern European countries, technical assistance has been provided in order to assist authorities in drafting their integrated schemes for the development of sustainable tourism.

The Pan-European Biological and Landscape Diversity Strategy established a co-ordinating framework for the conservation and sustainable use of nature and landscape throughout Europe. The strategy sought to integrate nature and landscape conservation

objectives into tourism and recreation policies and stimulate their ecological sustainability, in order to prevent significant damage to biological and landscape diversity.

Action Theme 2 of the Action Plan on Biological and Landscape Diversity 1996-2000 specifically dealt with the above-mentioned challenge of maximum integration of biological and landscape diversity conservation and its sustainable use into all economic and social sectors, including tourism and leisure (Eckert and Cremer 1997). The programme has stopped but the strategy is still valid.

The Pan-European Biological and Landscape Diversity Strategy provided a new and wider framework for environmental activities linked with tourism. They are pursued and enlarged upon by an intergovernmental group of specialists on tourism and environment which is working with the then 40 member states' relevant organisations for the promotion and implementation of the principles of sustainable tourism. Within this framework, a report on tourism and the environment in European countries was prepared and submitted to the Ministerial Conference, "Environment for Europe", (in Sofia in 1995). In the same document, landscape was first addressed at a European level.

The European Landscape Convention of the Council of Europe promotes the protection, management and planning of European landscapes and organises European co-operation on landscape issues. An important objective of the treaty is to incorporate and integrate landscape into sectoral policies such as leisure and tourism.

Many specific recommendations to member states have already been issued by the Committee of Ministers, one on the general policy for sustainable and environment-friendly tourism development (Recommendation No. R (94) 7) and two specific recommendations on a sustainable tourist development policy in protected areas (Recommendation No. R (95) 10); and on the development of sustainable environment-friendly tourism in coastal areas (Recommendation No. R (97) 9).

A colloquium on a new code of ethics in tourism was organised in 1996. The group of specialists has also launched pilot studies on tourism and the environment, aimed at enhancing Europe's natural and cultural heritage in the framework of their sustainable use for tourism. These pilot studies take into account the natural, sociocultural and financial considerations of the programmes, together with the transferability of the methods used in other European regions, with the aim of sustainable development through tourism.

A standard course on tourism and the environment has also been prepared in order to incorporate the requirements of biological and landscape diversity protection into the curricula in schools, institutes and universities where tourism is taught. Tourism has been studied by several organs of the Council of Europe as a multidisciplinary sector. The Parliamentary Assembly and the Committee of Ministers of the Council of Europe have devoted several discussions to the tourism issue in Europe. Recommendations on various tourism aspects have been issued, among them Recommendation 1133 (1990) on European tourism policies; Recommendation Rec(2003)1 on the promotion of tourism to foster the cultural heritage as a factor for sustainable development;

Recommendation No. R (94) 7 on a general policy for sustainable tourism and environment-friendly tourism development, and Recommendation No. R (95) 10 on a sustainable tourist development policy in protected areas.

Colloquies have been organised under the auspices of the Conference of Local and Regional Authorities of Europe (Eckert and Cremer 1997)[7].

6.3. Strategies and measures for a good relation between landscape and leisure

In collaboration with the travel and tourism industry, several European member states have taken initiatives with national strategies to promote sustainable tourism. Subsequently, the tourism industry developed environmental codes of practice (Eckert and Cremer 1997).

Individual regions and communities are primarily responsible for implementing measures towards sustainable tourism. Likewise, they should also be the key beneficiaries of tourism. Initiatives at local and regional levels are manifold – the activities aim at the following: responsible land-use planning; declaration of protected areas; and purposeful visitor-channelling in sensitive regions (Eckert and Cremer 1997).

Laws, rules and regulations

Potential solutions to the extensive (landscape) problems caused by tourism are being introduced in the form of programmes, strategies and guidelines within governmental, intergovernmental and non-governmental organisations. Nevertheless, the means of controlling the existing laws and regulations that do exist are limited. Some are explained below.

Parks and protected areas

Through national parks, individual governments have the means of successfully protecting vast ecosystems and landscapes. In order to support these favoured tourist destinations, the concept of sustainable tourism development receives special attention. In the context of its Action Plan for Protected Areas in Europe, the International Union for Conservation of Nature (IUCN) Commission on National Parks and Protected Areas turned to governments in 1994 requesting that, for each protected area, management and zoning plans should be prepared in order to prohibit certain activities on a zone by zone basis. By publishing its report "Loving them to death?", the Federation of Nature and National Parks in Europe, while acknowledging the need for development in protected areas, stressed the need for a controlled and balanced tourism policy. Following the publication of this report, a European charter for sustainable tourism, to be adopted in European nature and national parks, was launched (Eckert and Cremer 1997). In 2012, 89 parks in nine European countries had

7. See also https://vimeo.com/groups/73659.

signed this charter and respect its principles for integrated management of tourism, protection of natural resources, support to the local economy and co-operation with the local population.

Natural and landscape protection laws

Denmark's coastal conservation laws are the most developed. The latest edition of these nature conservation laws extends the protected coastal strip. The laws and regulations dealing with city planning stipulate that all "undeveloped" coastal areas should remain protected natural resources. All local and regional authorities are requested to examine already existing plans to this end. Following a French decree of 1977 on the protection of nature, developments such as marinas and camp sites are subject to environmental impact assessment. Since 1993, with the amendment of the decree, golf courses and theme parks are also subject to such studies (Eckert and Cremer 1997).

Thanks to national parks, each government has the means to protect vast ecosystems successfully. In order to support these favoured tourist destinations, the concept of sustainable tourism development receives special attention. In the context of its Action Plan for Protected Areas in Europe, the IUCN Commission on National Parks and Protected Areas turned to governments in 1994 requesting that for each protected area, management and zoning plans should be prepared in order to prohibit certain activities (Eckert and Cremer 1997).

Eco-labels and competitions

A good technique to support sustainable development in tourism is by the promotion of competitions or awarding eco-labels. The objective is to encourage those responsible for tourism to increase their environmental commitment and to provide the tourist with help in choosing destinations, hotels, and so on (Eckert and Cremer 1997). In 2008, criteria for an Austrian tourism eco-label were under development to provide an incentive for environment-friendly management of tourist accommodation.

Since 1995 the project of eco-islands unites six European islands in a co-operation network. One of the islands included in the project is Hiiumaa, belonging to the Biosphere Reserve in Estonia. The aim of this co-operation is to study ways of developing environmentally sound tourism on the island. The Hiiumaa Green Label has been created (Eckert and Cremer 1997). Since 2009 the island has been involved in the Baltic Sea Ecoregion, another project with attention to sustainable tourism which includes 40 other initiatives.

Competitions of environment-friendly tourism communities have been organised, such as in the 1990s by the German Tourist Board together with the German ministries of environment, trade and commerce. The competition produced an overview of the ecological effectiveness and economic efficiency of initiatives and activities of almost 6 000 German tourist destinations. Also, performances in nature and landscape conservation were evaluated (Eckert and Cremer 1997).

Financial aspects

Tourism and leisure could be a source of finance for nature and landscape conservation and development. Possible mechanisms to realise this are direct and indirect ones:

- mechanisms related to the use of an area (entrances, users' fees, taxes, concessions);
- mechanisms related to experience of visitors (equipment and facilities, events, arrangements);
- the marketing of an area (merchandising and labelling, branding, cross-product marketing);
- the support of an area (donations, sponsoring and opt-in, in-kind support, friends of, investments).

The Committee of Ministers of the Council of Europe recommended allocating part of the tax on overnight stays to financing environmental infrastructures and the preservation of the environment (Recommendation No. R (95) 10, relating to a policy for the development of sustainable tourism in natural protected areas). In Austria, the *Land* of Salzburg instituted in 1992 a tax on second homes that is allocated to local actions for preserving the landscape. The Balearic Islands levied an ecotax on hotel stays, and a tax on passenger transport to small islands is levied in France. A diving tax in the natural reserve in Medes Islands (Catalonia, Spain) generated 68% of the budget of the reserve.

7. SUSTAINABLE TOURISM IN EUROPE

When the EU first began to address the issue of tourism, it was already clearly concerned about the sector's environmental aspects. In the middle of the 1990s, the European Commission's Green Paper on the role of the Union in the field of tourism (COM (95) 97 final 4 April 1995) emphasised that an EU objective on tourism was a contribution to sustainable development.

The "Philoxenia" programme outlined actions to increase the quality of European tourism through the promotion of sustainability, such as the application of environmentally respectful management systems and a "European Tourism and Environment Prize".

The prize had three objectives:

- to publicise the concept of sustainability;
- to set up permanent communication between locals, tourism entrepreneurs, administrative representatives and the political sectors;
- to reward a wide-ranging "exemplary" policy in the field of tourism and the environment.

The tourism sector can benefit considerably from EU support. There have been many different schemes which provide funding: some grant schemes for environmental projects are relevant to players in the tourism sector.

The EU's financial instrument supporting environmental, nature conservation and climate action projects throughout the EU, the LIFE programme, supports demonstration projects for sustainable tourism, such as the protection of natural, cultural or traditional resources in regions that are economically dependent on these, as well as projects containing new concepts in environmental protection. Under the European Commission's action plan to assist tourism, a number of sustainable tourism pilot projects were supported financially: for example the transnational project, "Soft mobility in tourism resorts and regions", which aimed to improve the traffic situation in tourist resorts (Eckert and Cremer 1997).

The absence of a true common European policy in matters of tourism can be considered the main obstacle to the achievement of goals in relation to the EU tourism sector. The prevailing notion, then and now, that tourism is a sector in which the primary activity must happen at a state, regional or local level, and that EU actions must be only supplementary, has caused actions taken at a European level to be inefficient, resembling mere intentions rather than clear decisions.

7.1. Involvement of all affected sectors

At the beginning of the 21st century the need for sustainable tourism within the EU started to become widely felt and action in matters of tourism became a priority.

The EU followed international guidelines. Among others, in 1996 the World Travel and Tourism Council (WTTC), the World Tourism Organization (OMT) and the Earth Council drew up the Agenda 21 for the industry of travel and tourism. In 1999 the OMT general assembly adopted the Global Code of Ethics for Tourism, with a commitment to the principles of sustainability; it also adopted the document entitled *International Guidelines on Sustainable Tourism* (UNEP 1995) and the Convention on Biological Diversity. The EU presented the European Commission's White Paper "European transport policy for 2010: time to decide" to achieve more efficient and sustainable means of transportation for tourists.

The commission wrote up "Basic orientations for the sustainability of European tourism" (21.11.2003, COM(2003) 716), which outlined directive measures to be carried out by the EU and attempts to involve all parties with an interest in the tourism sector. This starts with the EU itself, and includes international organisations, national and local governments, private parties and, finally, citizens and tourists.

Important specific measures are the creation of a group dedicated to the sustainability of European tourism in 2004 (experts in representation of business associations, representatives of tourist destinations, labour and civil society organisations, administrations of member states and international organisations) and the creation of the European Agenda 21 on tourism (Villanueva-Cuevas 2011).

7.2. European Agenda 21 for tourism

The "Agenda for a sustainable and competitive European tourism" (19 October 2007, COM(2007) 621 final) insists on the need for the development of a European tourism industry which is more competitive and more respectful of the environment, that is to say, sustainable: an element whose quality sets it apart from other emerging destinations. In order to do this, the creation of sufficient public policies was fundamental, policies based on the sustainable management of destinations and the integration of sustainability in the actions of businesses and tourists (Villanueva-Cuevas 2011).

The European Commission outlined the following principles and invited all participating parties to respect them:

- take a holistic and integrated approach;
- plan for the long term;
- achieve an appropriate pace and rhythm of development;
- involve all stakeholders;
- use the best available knowledge;
- minimise and manage risk (the precautionary principle);
- reflect impacts in costs (user and polluter pays);
- set and respect limits, where appropriate;
- undertake continuous monitoring.

It encouraged all parties involved in the tourism sector to intensify their level of participation. In addition, it acknowledged its responsibility for action in these matters, continuing in the role of implementing initiatives at the European Union level with the following objectives:

- mobilising actors in the tourism sector to produce and share knowledge;
- promoting destinations of excellence;
- mobilising the financial instruments of the European Union;
- mainstreaming sustainability and competitiveness in European Commission policies.

The most important point came about as the result of the adoption of a new EU policy on tourism, developed in connection with the Treaty of Lisbon, and which featured sustainability as one of its basic tenets.

Until that time, attempts at sustainability were only made through sector-specific policies which influenced tourism, such as transport, for example, or isolated actions for the protection of specific territories in the European Union vulnerable to excessive tourism, such as the Protocol on Tourism from the Alpine Convention.

The problem of sustainability and landscape in European tourism could be found in the limited powers that the European Union had for imposing on member states a true EU policy in the tourism sector and in landscape matters. From the beginning of EU intervention in these matters, it has been held that the key actions in tourism should be locally based in their majority, because the member states, regions and

local entities are most directly familiar with the problems facing tourism, and these bodies are able to present solutions more quickly and more in accordance with the specificities of each territory, making it necessary for EU actions in the sector to remain absolutely respectful to the principle of subsidiarity. European measures could only provide added value to the actions of each state.

Many demanded that a specific chapter dedicated to tourism be included in the constituent treaties. Over and over again this was rejected, due to the limited possibility for EU action, lower budgetary limits for actions on tourism, a shortage of human resources in the common organisation of the sector, a certain lack of co-ordination between actions carried out by the member states, and more.

At the beginning of this century, a variety of factors contributed in a decisive way to a change in EU strategy on tourism: European tourism is growing, but below the world average, especially when compared to emerging destinations. Also, the need to respond to new challenges facing tourism (new internal destinations, outside competition, the lack of qualified labour, quality of services, the introduction of the euro, the deregulation of public transport and more) made it necessary to ensure a higher level of co-ordination. A new strategic framework was created for a genuine common policy on tourism.

This trend found definitive backing in its incorporation in the Treaty of Lisbon (Article 195 from the Consolidated Text of the Treaty on the Functioning of the European Union, OJ, 30 March 2010, C 83/47) regarding specific material powers directed at the support, completion and co-ordination of actions by member states, thus moving towards clearer, more coherent action, ensuring the co-ordination of legal and regulatory provisions by member states.

It is certain that this new framework of action has seen results: focusing exclusively on the field of sustainable tourism, the informal ministerial meeting organised by the Spanish Presidency of the Council, held on 15 April 2010, was a decisive step, with the goal of obtaining the commitment of the EU and all member states to work towards a tourism sector that is more competitive, sustainable, modern and socially responsible.

In June 2010, the European Commission presented a communication based on these new powers in order to describe a wide range of measures that aim to foment European tourism and its evolution and adaptation to the challenging economic times we are currently facing (European Commission Communication, *Europe, the world's No. 1 tourist destination: a new political framework for tourism in Europe,* Brussels, 30 June 2010, COM(2010) 352 final). With this new framework the commission attempted to establish acceptable tourism that is based on four basic central ideas, one of which is to promote the development of sustainable, responsible and high-quality tourism.

In order to reach this goal, the European Commission outlined a series of specific measures, to:

- develop, on the basis of NECSTouR or EDEN, a system of indicators for the sustainable management of destinations;
- organise awareness-raising campaigns for European tourists;
- develop a European "Quality Tourism" brand, based on existing national experience;

- facilitate identification by the European tourism industry of risks linked to climate change and explore opportunities for developing and supplying alternative tourism services;
- propose a charter for sustainable and responsible tourism and establish a European prize for tourism businesses and destinations which respect the values set out;
- propose a strategy for sustainable coastal and marine tourism;
- establish or strengthen co-operation between the European Union and the main emerging countries (Brazil, Russia, India, China) and Mediterranean countries, to promote sustainable and responsible tourism development models, and the exchange of best practice.

7.3. Sustainability as an identity for European tourism

The European Union does not treat sustainability as it does other specific actions in the tourism sector. It is not just another line of action. It says that it will only consider tourism that is sustainable. It identifies competitiveness, quality and development of the European tourism business model with sustainability to such a point that it considers the future of this sector will be tied to the quality of the tourist experience, in which sustainability must be integrated. In the opinion of the European Commission it should not be possible to speak of European tourism without speaking of sustainable European tourism.

Nevertheless, this must not prevent us from keeping in mind how tourism has been treated by the EU. Even if the EU now has new powers which can at least co-ordinate, complete and support the actions of the states for the achievement of a sustainable tourism, what is certain is that these states must develop, and whether they reach their goal will depend on their evolution (Villanueva-Cuevas 2011).

It will be the job of European institutions, the Council of Europe included, to teach the member states and regions that the future of European tourism must be based on sustainability as a path towards quality and competitiveness, but in such a way that this characteristic is the "mark of quality" for European tourism, not merely another characteristic.

We would suggest the marketing of this quality mark in Europe would present a trump card for Europe and the European landscapes. "Landscape" should be introduced to European policy, thereby strongly connecting it to the newest ideas about tourism policy at EU level.

8. PERSPECTIVES

In the following paragraphs we make tentative projections for the future, including recommendations on how the relationship between landscape and leisure should be dealt with in Europe, and outline a number of new tasks for policy makers, planners and landscape architects. It is a first draft of a vision on the leisurescapes of Europe.

On 19 October 2007 the European Parliament adopted, by a large majority, the "Agenda for a sustainable and competitive European tourism" (19 October 2007, COM(2007) 621 final) on new prospects and new challenges for sustainable European tourism. That, and later the European Commission Communication, *Europe, the world's No. 1 tourist destination: a new political framework for tourism in Europe* (30 June 2010, COM(2010) 352 final) marks a turning point in how we view tourism. Its content is interesting. The diagnosis of current tourism is incisive and includes numerous valuable recommendations which demonstrate a thorough understanding of the issue. The resolution expresses the broad consensus in the European Parliament on the urgent need to make tourism in Europe more sustainable. Nevertheless, the resolution is ambiguous, to say the least, when it comes to the issue of not allowing the drive for sustainability to jeopardise Europe's position in the tourism market. Sustainability is essential, but preferably without damaging the industry's competitive position. Whether that is feasible is the crux of the matter. Climate change, high energy prices and recently the economic crisis will inevitably force the leisure industry to pursue a different course.

Two diametrically opposed scenarios come to mind. One assumes continued globalisation and the increasing proliferation of leisure in society: the party – planning for growth. The other foresees globalisation and the associated growth of the leisure industry provoking such a reaction that drastic changes to the world as we know it will become unavoidable: after the party – planning for sustainability.

8.1. "Slow regions"

First and foremost, a durable collaboration and network needs to be created between all those involved in landscape and leisure. Collaboration between farmers at a regional level in agricultural co-operation, aimed at landscape conservation, is developing in many places. The most successful networking model is the Italian "slow region" approach in Tuscany and Umbria, which has emerged from the slow food movement.

The slow food movement was born of distaste for the fast food industry and the way regional food products, local cuisine with its wealth of flavours, traditional farming and cattle breeding were being ousted. It was initiated by a group of concerned private individuals and took shape in the late 1980s. Within a short time the organisation expanded into a horizontal collaboration, a network of farming co-operatives, shops and customers.

This network structure proved the ideal model for expanding the slow food movement, as the entire chain, from production to consumption, can be kept under close control. The promotion of slow food cannot survive without defence and restoration of the cultural landscape in which all these delicacies are produced. And so the movement was expanded and adopted a "slow region" approach, based on the combined marketing of accessible countryside, agritourism, culinary delights and a rich array of cultures.

Decisive for the scale on which the movement is organised locally is the cultural unity of the region, in which the cultural landscape plays a major role. Since its establishment, the number of farms participating in Tuscany has increased by 165%

to around 20% of the total number of agricultural enterprises. The movement has since spread throughout the world, gaining a firm foothold in various corners of Europe. The network model of a slow region has also caught on in Germany, France, Switzerland and various eastern European countries. The use of regional products in the catering trade can further make a significant contribution towards safeguarding jobs and supporting the regional economy, in full harmony with the preservation of agriculturally formed historic landscapes. Increased use of local agricultural production in the food and restaurant industry has a positive effect on reducing long-distance transportation, thus reducing noise and exhaust fumes (Villanueva-Cuevas 2011).

8.2. Regional narratives and networks

The integration of the local population plays another essential role in successful implementation of sustainable tourism. It is advisable to integrate the local population at the stage where tourism concepts are developed. A model for the region can be designed, for example, by introducing a round table with experts from the tourism industry, politicians and interested and committed representatives of the local community (Villanueva-Cuevas 2011).

In the Netherlands tourism entrepreneurs work together in a public-private partnership with the government. They have formed a network which is focused on innovation in leisure and landscape. The foundation STIRR facilitates the innovation of the system by supporting innovative projects and by organising the knowledge around so-called regional narrative projects.

Regional narratives are storylines developed by leisure networks which explore and invent regional identities that can be enhanced and valorised. A good example is the narrative for Dike of the Delta, which is a collaboration of 12 enterprises. In the storylines they focus on the struggle against water in central Holland.

Figure 50. Agritourism

Agritourism is a good way to generate new income for local people and connect to people and landscape. Source: Hazendonk et al. 2008

Another example is the recent development of the identity of Hadrian's Wall in the northern part of England. Cultural heritage protection and leisure development go hand in hand here (Berkers and Emonts 2009).

Governments should facilitate the development of so-called regional narratives by regional networks of entrepreneurs, administration and the public. In a regional narrative the unique identity and future development scenarios of a region are connected. It mobilises entrepreneurs and organisations to direct together administratively the development of the quality of landscape. By (innovative) sector-crossing collaboration the region can become an attractive touristic destination and an economic impulse (Mommaas 2006; Berkers et al. 2011).

Figure 51. Hadrian's Wall

The combination of heritage conservation and touristic development of Hadrian's Wall is an example of the force of regional narratives. Source: Hazendonk et al. 2008

In our view, regional development based on these new collaboration networks is the model for future European landscape and leisure policy. Europe could promote this development by making sure that not only farmers but also other rural businesses (often in the field of health care and leisure) benefit from the monies destined for the countryside. Conversely, the money flow from tourist income, such as tourist taxes, should also be spent not exclusively on recreational projects but also on agricultural projects connected with tourism and recreation, as with the ecotax tried in the Balearic Islands. The difficulty in breaking down set patterns is demonstrated by the state of affairs in the English countryside, traditionally the example of a close-knit relationship between landscape and leisure; witness the lamentation of the Countryside Commission that in the 30 years of its existence it has never succeeded to any great extent in ensuring that money flows also benefit farmers.

The proposal within the European Parliament resolution (mentioned above) to recognise annually regions that commit themselves to sustainable tourism, in conjunction with improving the landscape and cultural heritage, is a good step in this direction. Including a condition that the appointed regions must have a cohesive collaborative structure between the parties involved in landscape and those involved in leisure, as

described above, would give the proposal added impetus. This echoes the approach of the "European cultural capital" and would be a positive development, "killing two birds with one stone" and the movement could spread like wildfire from region to region.

Islands, in particular, are eminently suitable for experiments in the area of sustainable tourism and landscape improvement. The Balearic Islands, Majorca and Menorca, are famous for their experiences. Nature protection was high on the agenda of Calviá, Majorca. With 60 000 beds and more than 11 million overnight stays, Calviá was one of the first local authorities to have a local Agenda 21 with a binding model, based on the principles of sustainable development. It is working in close co-operation with residents, other local authorities and private businesses. The town drew special attention not only to the spectacular blowing-up of 12 extremely run-down hotels and buildings, but it has also applied to the Government of the Balearics for the designation of large areas and several islands as nature protection areas. This should mean that the building boom of the previous years has finally ended. Calviá and Majorca were considered models for the rest of the Mediterranean region (Eckert and Cremer 1997).

8.3. "Slow travel"

In keeping with the contours and possible solutions outlined above, we ask for special attention to be devoted to the issue of making the landscape accessible by appropriate modes of transport. Encouraging countryside tourism as part of a more comprehensive strategy for securing the great diversity of European landscapes for posterity requires tailor-made solutions. "Slow region" implies "slow travel".

Figure 52. Slow travel

All kinds of slow travel are gaining in importance. Photo: ANWB

We have to take good care of the finely-meshed infrastructure on which Europe can still pride itself. Too much has already been lost. In half a century of agricultural reorganisation, the Netherlands has been deprived of roughly 50 000 kilometres of church paths, country lanes and footpaths. In Spain, innumerable drove roads have disappeared from the landscape. We now regret that. It is crucial for countries in eastern Europe to avoid making the same mistakes and indiscriminately restructuring their landscapes and infrastructure to meet the demands of modern times.

Figure 53. Long-distance bicycle roads

The long-distance bicycle roads are a vital infrastructure. Source: ANWB

The "capillaries" of the landscape not only offer good access for leisure and tourism in bringing consumers in direct contact with producers, but they also provide the indispensable infrastructure for the expansion of the new rural economy. The open spaces that have already been lost will have to be restored, kilometre by kilometre, and that is an expensive job. Nevertheless, added value from investments made initially for recreation can be recouped for tourism. Measures to reduce the traffic-induced impact on the landscape could be a network of cycling paths and more pedestrian zones, as well as financial support for public transport, or increased use of new transport technologies (for example, electronically-operated buses). Through increased co-operation in local networks and joint marketing efforts, tourism resorts and regions can make use of the existing potential for synergy (Eckert and Cremer 1997). The ultimate objective is to create a fine-grained network of routes and paths for walking and cycling throughout the whole of Europe. Mention should be made of the various and prestigious Cultural Routes integrating the promotion of the European cultural identity into tourism.

Figure 54. Pilgrim routes to Santiago de Compostela

The pilgrim route to Santiago de Compostela is one of the prestigious Cultural Routes designated by the Council of Europe. Source: Sylvain Vaissière, ACIR

Figure 55. Torvdalshalsen, Norway

Good facilities and designed tourist highways. Source: The National Tourist Route Project / 70° Arkitektur. Photo: Vegar Moen.

Things can also be improved for motorised tourists. There are states with wonderful facilities, such as Norway, with their beautifully designed touristic highways. There are others with absolutely no facilities for people who would like to stay with their campers or caravans outside the organised campsites; and there are a number of countries where it is quite simply forbidden. The right to roam in your motor home should, in our opinion, be a basic right in Europe, except where explicitly prohibited.

A good example was in the 1990s when the *Gemeinschaft Autofreier Schweizer Tourismusorte* (Association of tourist places without a car) was created by a conglomeration of seven Swiss tourist areas with car-free zones. Car-free was defined as no private car traffic and generally as few internal combustion engines as possible. Instead, these areas promoted their destination as offering peace and quiet, with an abundance of sports activities in an intact and clean landscape, embedded in local, original culture (Eckert and Cremer 1997).

The transition to more sustainable forms of tourism also demands a different view of air traffic, certainly for short distances. Europe's tourist product has to be as independent as possible from the airline infrastructure. There is a good alternative: the high-speed train. Completion of the high-speed rail network also has a high priority from the point of view of tourism. Making large tourist areas accessible by building new high-speed railway lines would be a good idea. The revival of the intercity sleepers like those in Germany is an example worth imitating.

8.4. Leisure landscapes at varying development speeds

Not only the rural economy and European "slow regions" are at issue, however. Over the past five years, partly under the influence of inflated grain prices and the demand for biofuels, there has been a rapid expansion of large-scale agriculture and cattle farming. It is therefore important to prevent the *otium* (leisure) and *negotium* (business) from frustrating one another in the landscape. The economics of expanding agriculture could easily come into conflict with regional economics in which, in addition to leisure, homes, tourism, health care, forestry, drinking water abstraction and nature conservation, for example, are directly or indirectly dependent on the quality and diversity of the landscape. The task, therefore, is to provide a sustainable future for both "economies" in the countryside. This can be done by separating them spatially or giving the new production areas a look that is also appealing to leisure. Do not misunderstand: development should not be obsessed with quality, but geared to quality – no industrial landscapes, but no Disney landscapes, either. Authenticity is the key word in landscape development. That demands regulation at various levels.

At the European level, it is essential to consider carefully any possible undesirable effects of generic agricultural support (first pillar of the Common Agricultural Policy) on leisure potential in the countries that have recently joined the EU. We have to learn from the mistakes made after the previous expansion. European money was then used to develop areas of virgin nature (blanket bogs in Ireland) and restructure cultural landscapes (the intricate small-scale landscape in North Portugal), without realising that more could have been earned from them through tourism.

At member state level, spatial and landscape policies should be formulated in which different conservation and planning strategies are developed for areas where the emphasis is on regional economics and areas where the reasoning is based primarily on commercial economics. New member states such as Poland and Hungary have valuable cultural landscapes still richly adorned with natural features. Considering beforehand how we wish to deal with this heritage is essential to prevent the destruction of this natural (leisure) capital. Some highly exceptional landscapes were sacrificed on the altar of progress long after it was in any way necessary. If they had not been "modernised", some landscapes could now have earned a fortune.

Even more careful planning is required for landscapes where both developments are to be pursued. Highly skilful regional spatial planning is needed to link or zone the two components; or to create an illusion by restaging the landscape; or to construct a framework in which nature, recreation, forestry and water abstraction are safeguarded, independent of economic developments in agriculture, or given time to develop; or to plan the new developments in such a way that they enhance – or at least do nothing to reduce – the appeal of the landscape**.**

8.5. Town and country

Despite the sometimes major sociocultural differences, there is a strong emotional relationship between European towns and their surrounding countryside. That is a potential that should be activated. The direct vicinity of towns is the ordinary landscape in which the 225 million urban dwellers in Europe take their Sunday stroll or drive. Preserving, restoring or creating the links between towns and their landscapes should be elevated to a European standard quality. In terms of welfare economics, these are the profitable investments. They also have the side effect of putting the landscapes on the visitor's mental map and therefore increasing the chance of careful management or even survival. A tourism economy will also be able to graft itself onto these primarily recreational investments. A well-connected town generates a large market for high-quality landscape tourism: the connection between Strasbourg and its Vosges, Amsterdam and Waterland, London and its Green Belt, for example. Each individual member state or each urban region should determine the most effective ways of preserving and planning urban landscapes. In view of the high land prices in urban areas, this is not self-evident. A financial formula will have to be found to underpin the twinning of town and country, a form of income transfer between town and countryside. Depending on the administrative and formal context, tailor-made solutions will ensure effective use of such tools for planning the landscape.

For holiday and second homes located further from town, but which can still be seen as a form of urbanisation, new forms of responsibility for the surrounding countryside will have to be devised for the newcomers. If the population (and internationalisation!) of the European countryside is successfully deployed as a positive landscape-forming force, that could have a formidable effect. Organisations like owner associations can assume some of the responsibility for landscape

maintenance, once agricultural modernisation makes certain landscape elements superfluous to the requirements of production.

If, due to inflated energy prices, our mobility pattern changes drastically, this will have implications for the holiday home market in Europe. The consequences may ultimately not be as bad as we fear. The trend will then lead to fewer, but longer, visits. These private landscape paradises will continue to lead a tough existence and even make people opt for an alternative – bipolar – way of life, facilitated by wireless internet connections.

8.6. Landscapes and mass tourism

Mass tourism, the most capital-intensive form of the leisure industry in Europe, is under pressure in several ways. Its space and time developments exhibit a rapid succession of discovery, development and vacation. Landscapes and coastlines provide scenery, but cheapness, accessibility (by air) and guaranteed sun also play a role. Some concentration spots have been systematically developed and still offer a significant tourism product, but the development has often been over-hasty, sloppy and loveless. These areas, in particular, are having a hard time in the highly competitive market of the "party" scenario, where more appealing and cheaper destinations have come within the reach of many people through increasingly cut-price packages. With a touch of irony, it can be said that this segment is pricing itself out of the market, abandoning the existing tourist infrastructure to an increasingly desolate fate. In these regions, with European support from regional funds, we urgently need to develop a vision for an efficient conversion and dismantlement strategy for processes that have gone too far.

Seen from the perspective of the post-party era, the question is how such areas will fare in a primarily intra-European market. Our intuition tells us that the last few decades of "the party" should chiefly be dedicated to redevelopment for sustainable quality. This should be neither competing with theme hotels in Turkey or Morocco, nor taking a quantum leap forward, as in the Spanish province of Aragon where a European combination of Orlando and Las Vegas is planned to rise from the desert, but perhaps by picking up on the fact that southern Europe, in particular, will be cashing in on the market for the ageing population in Europe. This could also buffer the destructive seasonal influences in these resorts. In other words, the beautiful southern European coasts become the Florida of Europe. In a number of places, a further, more diverse urban development could be imaginable. The French Mediterranean coast, a continuous ribbon of development with millions of inhabitants, is a good example. The redevelopment needs to be aimed primarily at linking the landscape of the hinterland to these tourist monocultures.

Figure 56. Emscher Park, Duisbourg (Germany)

Emscher Park in Duisburg, Germany, is one of the first sites where innovative design created interesting new leisure landscapes out of derelict industrial areas. Source: Hazendonk et al. 2008.

The qualitative improvement of seriously degraded coastal areas does, naturally, have its limits, but there has to be a certain basic quality and scenic setting. Not all bathing resorts are ageing as well as Menton, a monument to tourism with its tangible grandeur and faded glory. Those seaside resorts that become completely run down and written off can, in the long term, be coaxed back to life through a cultural design strategy similar to the revitalisation of the Emscher Park industrial area in Germany's Ruhr region.

The proposals for the Andalusian coast by the office of José Segui in the land-use plan of the Costa del Sol give some good examples of how those regions can march ahead and gain a second life as urban regions where a modern generation of leisure plays an important role because of para-tourism, permanent habitation of former visitors and concentration on delivering high-quality services.

Figure 57. Green systems

Green systems help to requalify the leisure landscape of the Andalusian coast in a plan of Estudio Segui. Source: Segui Arquitectos.

CONCLUSIONS

In a period where international society is undergoing many types of changes and suffering diverse crises (economic, ecological and real estate), there is a possible danger for those landscapes and regions which greatly depend economically on (incoming) tourism. Changes in tourism flows can undermine landscapes and societies. But also other changes such as climate change or changes in hydrology can have impacts on the touristic attractiveness of a landscape and thus directly or indirectly influence the future of a landscape. We need only remember in the recent past: foot-and-mouth disease, the volcanic eruption on Iceland and revolutions in societies, for example in the North African Arabic world.

One trend is a growing interest in the quality of landscape in the broad sense. The quality and identity of the landscapes are such a positive opportunity for the tourism sector.

To date, most of the sustainability policies and programmes have lacked attention to landscape as a separate and integrating concept or objective. Typically, sustainability is focused on the environmental problems related to water-flow, energy and materials and, in a lesser way, also to natural and cultural heritage. It has to be said that, in attending to sustainability issues, landscape has commonly been the last item to be addressed. This means that typically natural or cultural heritages are taken into consideration, while common everyday landscapes are not. The latter, however, are clearly within the scope of the European Landscape Convention and yet this holistic concept of landscape is seldom used or applied.

European and national policies to stimulate tourism and its industry can be helpful for the local economy and, thus, the landscape is developed, influenced and managed for this purpose. We should therefore understand and look at the leisure industry as a driving force of utmost importance for the development of landscapes and their quality (Mommaas 2006; Berkers et at. 2011).

The Council of Europe and the contracting parties of the European Landscape Convention should give attention to this fact and use every opportunity to introduce the concepts of landscape enshrined in the convention. The present momentum in which the European Union is increasingly involved in policy and programmes for sustainable tourism means that minds are open to the landscape concept. Of course, national and local levels are of equal importance.

The notions of landscape and tourism (and leisure) are from their beginnings strongly intertwined. The convention should enable a fruitful relationship between them in the future. National, international, even European visions on leisurescapes are needed.

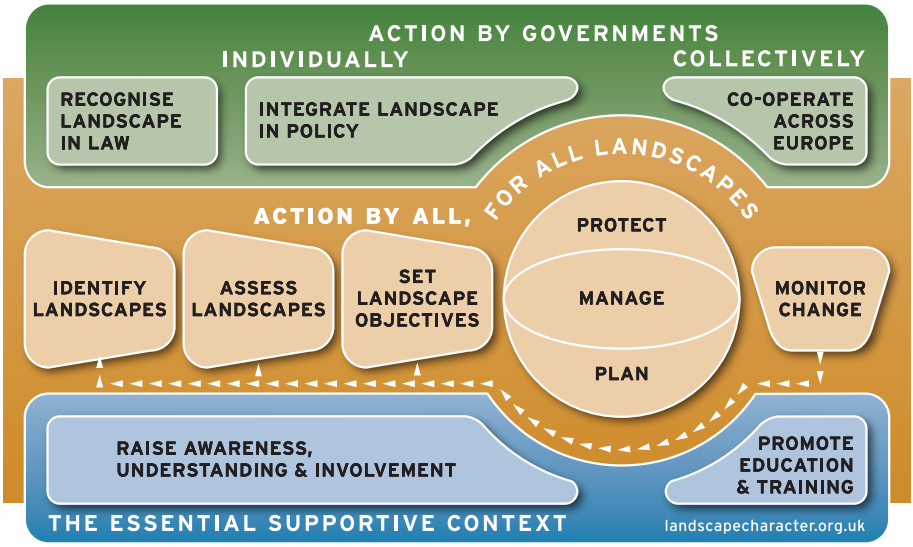
At all levels – international, national, regional, local and business – sustainability should lead our thinking and action in relation to tourism and leisure policies. It is advisable that the landscape concept, as promoted by the convention, should form an important aspect in sustainable development. The general method of working, as stated in the convention and more explicitly explained by Michael Dower (Dower 2008), outlines this integration of leisure and landscape. Landscape should be integrated in tourism policy, and leisure and tourism should be integrated in landscape and territorial development.

Plans, developments and projects, landscape assessments and identifications should be integral when drawing up tourism policies. Landscape objectives should also be developed. (Leisure) landscapes also need to be properly protected, managed and planned. Once plans are realised or developed they should be monitored. Raising awareness, understanding and involvement in landscape, as for the tourism plans, should be integrated with all undertakings in the field of tourism and leisure.

In addition, international data information on leisure and its relation to landscape data are needed if we want good planning. In the base literature for this report a lack of comparable, synchronised data was apparent. This was especially the case for sectors of leisure outside the tourism field, such as domestic tourism and national outdoor recreation. The European Environment Agency, Eurostat and the European Observation Network for Territorial Development and Cohesion (ESPON) could have a role in this. The development of the map of European leisurescapes should also be further developed. It can be a useful tool to monitor the development of European landscapes and tourism policies and combine analyses with other sectors, such as agriculture.

We have attempted to construct a European viewpoint. The European Landscape Convention relates to all landscapes, including all leisurescapes: leisure in urban, peri-urban and rural environments, the ordinary and even the despoiled, as well as the exceptional.

Figure 58. The European Landscape Convention in action



Source: Dower M. (2008), Landscapecharacter.org.uk.

Landscapes are perceived as the setting for people's lives and crucial to the quality of those lives. Leisure needs, and leisure as a driving force in landscape development, impinge on our daily, weekly and yearly living environment. The general public should therefore be encouraged to take an active interest in caring for landscapes. The same should be the case for entrepreneurs and firms, from small businesses to multinationals.

Moreover, Europe's leisurescapes are of value to all Europeans, being cherished outside the locality and beyond national borders. Therefore, public authorities at all levels should take action to protect, manage and plan landscapes in order to maintain and improve landscape quality, as part of the process of leisure development in a context of sustainable development.

In the case of landscapes of leisure there is always a tension between inhabitants, visitors and users of the landscapes. We would like to emphasise, therefore, that during planning, developing and maintaining of leisurescapes explicit attention needs to be paid to the rights, the involvement and the needs of the inhabitants and leisure workers. Authorities have the utmost responsibility to do so.

The Committee of Ministers recommendation to member states regarding the promotion of tourism to foster cultural heritage as a factor for sustainable development (Recommendation Rec(2003) 1) states that: "Tourism is a means of access to culture and nature. It should be an opportunity for self-education, fostering mutual tolerance, learning about other cultures and peoples and their diversity, as well as for enjoyment, rest and relaxation. Cultural tourism provides particular opportunities for learning about other cultures through direct experience of their heritage. In Europe, cultural heritage tourism can help forge the European identity and develop awareness and respect of the cultural heritage of peoples".

The member states which ratified the European Landscape Convention need to:

- recognise landscapes in law, for instance in laws on leisure and tourism: leisure is or can be also an expression of the diversity of (shared) cultural and natural heritage, and a foundation of identity;
- establish and implement landscape policies aimed at landscape protection, management and planning (in relation to leisure needs and development);
- establish procedures for the general public, local and regional authorities, and other parties (such as market parties) to participate in defining and implementing landscape policies (leisure has to play a role in this also);
- integrate landscape into regional and town planning policies and also into leisure policy and, related to that, cultural, environmental, agricultural, social and economic policies which may have direct or indirect impact on landscape. The action as such lies mainly within public bodies, but working closely with all stakeholders including market parties.

Thus, much of the action may lie within the remit of regional or local authorities who are the prime guardians of the planning system, landscape quality and leisure possibilities.

All authorities and other actors who want to strive for quality leisurescapes need to:

- identify landscapes: to describe their character and the key elements in that character; the role of leisure and tourism should be studied thoroughly, knowing the importance of these functions;
- assess the landscapes: to analyse what contributes to, and what detracts from, their quality and distinctiveness; again leisure is an important factor;
- define objectives for landscape quality, after public consultation ("public"

means inhabitants, visitors and users): these objectives should form the framework for the main process of physical action, embodied in the next three points: protect, manage and plan. Protect what should be protected – this could be features important for leisure, old leisure quality landscape and of course features or landscapes to be protected from leisure pressure. Manage what needs management in order to be sustained – all landscapes should be properly managed; leisure can help bring new income and spoiled or run-down landscapes need revitalisation and specialised management. A special aspect regards the management of visitors and users. Plan, in the sense stated in the convention, namely to take strong forward-looking action to enhance, restore and create landscapes;

- monitor what is happening to the landscapes**,** in terms of change and the impact of that change upon the character of the landscapes and upon the achievement (or not) of the stated objectives.

Lastly, both the transition and the impetus need to be guided by Europe's abundant design talent and landscape expertise. In the transition, the leisure industry and designers can be of great use to one another. The member states and regions can generate and perpetuate these contacts via their spatial planning and/or architectural policies. It would be helpful if a suitable percentage of the investments for each member state in leisure could be set aside for linking design and artistic applications to new developments in the tourist/recreational infrastructure. If all the thousands of individual projects are executed properly, in the long term a quality improvement and a leap forward in sustainability could be realised across the full spectrum. The outlook for leisure landscapes will benefit more from "doing the ordinary extraordinarily well" than from a few isolated "extraordinary exceptions". Landscape architects should aim to add the sustainable leisure landscapes of the 21st century to the series of leisure commissions with which they previously enriched the European landscape.[8]

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