

CO-EVOLVE

Promoting the co-evolution of human activities and natural systems for the development of sustainable coastal and maritime tourism

Deliverable 3.12

Enabling factor – Governance:
Legal, administrative and financial
resources and mechanisms
– All specified by the ICZM Protocol -

WP3

PAP/RAC



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The authors are grateful to Željka Skaričić and Daria Povh-Škugor for their contribution.



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List of abbreviations

APEC/PATA:	Asia-Pacific Economic Cooperation/Pacific-Asia Travel Association
CAMP:	Coastal Area Management Programme
CHIM:	Cultural Heritage Integrated Management
CPMR:	Conference of Peripheral Maritime Regions of Europe
CV&C:	Climate Variability and Change
DFIs :	Development Finance Institutions
DMO:	Destination Management Organisations
ECOTRANS :	European Network for Sustainable Tourism Development
EIA :	Environmental Impact Assessment
ENSSMAL :	<i>l'Ecole nationale supérieure des sciences de la mer et de l'aménagement du littoral</i> (Superior National School of Marine Sciences and Coastal Management)
ERDF:	European Regional Development Fund
EU:	European Union
EUROSTAT:	Statistical Office of the European Communities
GDP:	Gross Domestic Product
GLISPA:	Global Island Partnership
GPA:	Global Programme of Action
GWP Med:	Mediterranean Global Water Partnership
HES:	Hotel Energy Solutions
ICZM:	Integrated Coastal Zone Management
ICOMOS:	Interpretation and Presentation of Cultural Heritage Sites
INERIS:	<i>Institut National de l'Environnement Industriel et des Risques</i> (National Institute of Environmental Industry and Risks)
IUCN:	International Union for Conservation of Nature
IPARD	Instrument for Pre-accession Assistance for Rural Development
IPEMED:	Mediterranean world Economic Foresight Institute (<i>L'Institut de Prospective Economique du Monde Méditerranéen</i>)
ISOS:	<i>Isole Sostenibili</i> (Sustainable islands)
KUD	<i>Kulturno umjetničko društvo</i> (Cultural Artistic Organization)
LAG:	Local Action Group
LEP:	Local Enterprise Partnership
MAP:	Mediterranean Action Plan
MedPAN:	Mediterranean Network of Marine protected Areas
METAP:	Mediterranean Technical Assistance Programme
MOOC:	Massive Online Open Course
MSP:	Marine Spatial Planning



MSSD:	Meditarranean Strategy for Sustainable Development
NGO:	Non-Gouvernmental Organisation
NUTS:	<i>Nomenclature des Unités Territoriales Statistiques</i> (Nomenclature of territorial units for statistics)
OECD:	Organisation for Economic Cooperation and Development
PAP/RAC:	Priority Action Program/Regional Activity Center
PPP:	Public Private Partnership
PPPCU:	Public Private Partnership Central Unit
PPT:	Pro-Poor Tourism (Partnership)
SDGs	Sustainable Development Goals
SEA:	Strategic Environmental Assessment
SMEs:	Small and Medium Enterprises
SMILO:	Small Island Organization
TUI:	International Tourist Union (German travel agency)
UNEP:	United Nations Environment Programme
UNESCO-IHP:	International Hydrological Programme of the United Nations Educational, Scientific and Cultural Organization
UNISDR:	United Nations International Strategy for Disaster Reduction
UNWTO:	United Nations World Tourism Organization
USA:	United States of America
WCPA:	World Commission on Protected Areas
WTO:	World Tourism Organization
WWF:	World Wildlife Fund

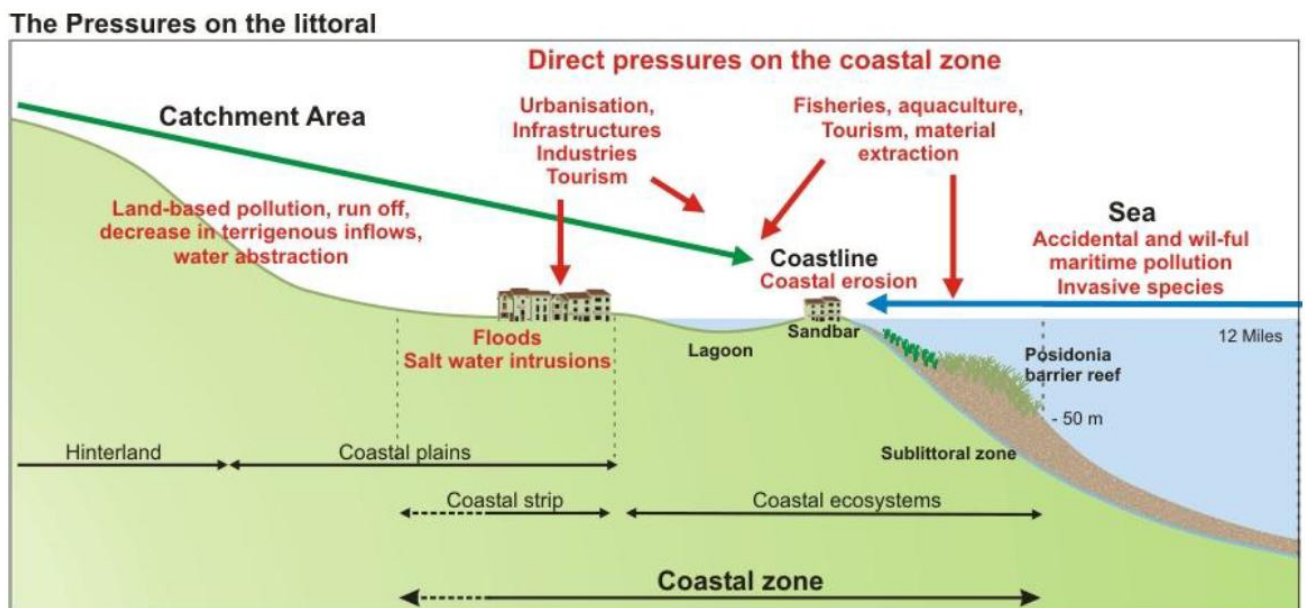


Introduction

Tourism is a major economic driver and employment producer in the Mediterranean, where it accounted for 11.3 percent of Gross Domestic Product (GDP) and 11.5 percent of employment in 2014 with expected significant growth through 2025 including a 0.6 percent increase in total contribution to GDP (Plan Bleu, 2016). In the Mediterranean, tourism supply and demand tends to be concentrated in coastal areas. It has a particular importance in countries with limited industrial and agricultural development. As such, the activity has a crucial role to play in the development of the region. Though, the continuous growth of tourism in Mediterranean coastal areas exerts pressures on environmental and cultural resources of the coastal zones, and affects negatively social, economic and cultural patterns of tourist destinations. Moreover, there is an inevitable tendency in any local community to gradually substitute its traditional production activities for tourist activities, the profitability of which is generally much greater than that of traditional activities (farming, fishing, etc.). This leads to a monoculture of tourist activity, which results in abandonment of farms that eventually degrade or disappear. From the cultural point of view, traditional knowledge disappears so that the new generations gradually lose this know-how until it completely disappears (IUCN, 2010).

Besides, the experiences with insecurity in the last decades have been showing that tourism is a very volatile market. Three simultaneous crises are affecting Mediterranean tourism: social conflicts and political instability; terrorism and insecurity; and economic slow-down and unemployment. As a consequence, part of traditional flows towards traditional destinations of Southern Mediterranean countries is diverted towards similar destinations in Northern Mediterranean, considered as safer.

For those reasons, one should always keep in mind that it is necessary to avoid excessive dependence on one economic activity, and that tourism is only one of the numerous uses of the coastal zone by different actors (Fig. 1).



Source: Plan Bleu, 2009

Figure 1: Tourism as one of the multiple pressures on the coastal zone

The approach of Integrated Coastal Zone Management (ICZM) is perceived by European Union (EU) and numerous international organizations as the most appropriate approach for the development and the management of coastal zones (European Commission, 2012). ICZM is defined as *“a dynamic process for the sustainable management and use of coastal zones, taking into account at the same time the fragility of coastal ecosystems and landscapes, the diversity of activities and uses, their interactions, the maritime orientation of certain activities and uses and their impact on both the marine and land parts”*¹. It aims a comprehensive understanding of the relationships between coastal resources, their uses, and the mutual impacts of development on the economy and the environment. Besides, it helps preventing ad hoc and incompatible coastal development and yields many benefits. ICZM can also augment the environmental, economic and social benefits of tourism, and enable identification and resolution of conflicts over resource use. For all those reasons, UNEP/GPA (2007) advocates the *“integration of tourism development into ICZM programmes [in order to ensure] that development is within the environmental carrying capacity of the area and conflicts with other coastal activities are minimized”*.

The main legal instrument for implementing ICZM in the Mediterranean is the Protocol on Integrated Coastal Zone Management in the Mediterranean (ICZM Protocol). It is the seventh Protocol in the framework of the Barcelona Convention, and completes the set of Protocols for the Protection of the Marine Environment and the Coastal Mediterranean Region. It allows the Mediterranean countries to better manage and protect their coastal zones, as well as to deal with the emerging coastal environmental challenges, such as the climate change. It is a unique legal instrument on ICZM in the entire international community.

From the European Union perspective, the ICZM Protocol is considered as an international agreement where both the Member States and the EU have a common obligation to share competences for its implementation. This is in accordance with the Treaty of the Functioning of the European Union (Article 216) which states that international agreements *“concluded by the Union are binding upon the institutions of the Union and on its Member States”*. In other words, if a Mediterranean EU Member State or other Contracting Party of the Protocol fails to respect the provisions of the Protocol, the Commission may, *“on its own initiative or by declaring admissible a complaint brought by an individual, initiate proceedings for failure to fulfil an obligation against the State in question”* (PAP/RAC, 2013 a). The legal basis provided by the ICZM Protocol constitutes a framework to regulate economic activities along the coast, and is therefore a valuable governance tool for improving the sustainability of tourism.

Sustainable tourism and governance - theoretical insight

According to the World Tourism Organization (2005), sustainable tourism is a: *“Tourism that takes full account of its current and future economic, social and environmental impacts, addressing the needs of visitors, the industry, the environment and host communities”*.

Sustainable tourism should:

“1) Make optimal use of environmental resources that constitute a key element in tourism development, maintaining essential ecological processes and helping to conserve natural heritage and biodiversity.

¹ UNEP/MAP/PAP/RAC, 2008, Protocol on integrated coastal zone management in the Mediterranean, Split, Priority actions programme, http://www.pap-thecoastcentre.org/pdfs/Protocol_publikacija_May09.pdf



2) *Respect the socio-cultural authenticity of host communities, conserve their built and living cultural heritage and traditional values, and contribute to inter-cultural understanding and tolerance.*

3) *Ensure viable, long-term economic operations, providing socio-economic benefits to all stakeholders that are fairly distributed, including stable employment and income-earning opportunities and social services to host communities, and contributing to poverty alleviation”.*

Taking into account all these dimensions requests at the same time leadership, collaboration and partnership among stakeholders both in planning and implementing tourism development.

There is also a need to have strong institutional, legal and strategic frameworks in order to regulate and to guide the process. This can be achieved through proper governance.

Even though governance is an ambiguous concept which has multiple definitions, it is generally understood as a process of decision-making, and the process by which decisions are implemented. The definition used in PAP/RAC publications based on those made by Olsen (2003) and Brusis and Siegmund (2011) is the following:

“Governance is the capacity of governing institutions to respond effectively to changing conditions and problems that may occur, and achieve social unity in their solution, by undertaking various forms of consultation, negotiation and multi-party agreements. “Ingredients” of governance are institutions, legal and regulatory instruments (laws, etc.) as well as enforcement mechanisms; scientific expertise and technological tools and methods; information/education, consultation and participation processes”.

Numerous studies emphasize that effective governance is needed to bring about the transformation effective. According to Bramwell (2011), *“destinations wanting to promote sustainable tourism are more likely to be successful when there is effective governance”*. The Organisation for Economic Co-operation and Development (OECD), for its part, advocates that *“good governance practices can help to facilitate an integrated, whole-of-government approach to tourism”* (OECD, 2012).

Regarding local destinations’ governance models, contemporary literature refers to so called Destination Management Organisations (DMO) or, as Go and Trunfio (2011, 11-19) call it **“embedded subject of governance”** which is opposed to the **political-institutional hierarchic approach**. The hierarchic approach describes the relationship between government and society and can be characterised as a vision of the future as a domain that can be known, managed and planned for. It expresses a rational-scientific approach towards systems planning and integrated development. However, the complexity of a globalized society requires the adoption of different growth models beyond the regional planning domain, or the re-invention of the role of system planning and integrated development. Therefore, the main challenge is to bring about the realization of the so called “embedded subject of governance” in a hierarchic model designed in a way to create **interactive governance** both dynamic and contextually sensitive to mobilize collaboration between actors, especially entrepreneurs and community members. To that end the DMO seems to be the right choice.

Up till recently DMO was dominantly marketing oriented while today it has grown to strategic development organisation aimed at management of an entire destination’s development.



Hence in the case of a DMO as an embedded touristic governance there must exist convergence of the two processes, i.e. top-down hierarchy (linear) and bottom-up democracy (non-linear). Thus, DMO represents a platform between political actors, business and community, designed to create sustainable development.

Objective and structure of the report

The objective of the present report is to identify how the ICZM Protocol, as a legally binding instrument, provides a legal basis for good governance in sustainable tourism and may act as a key enabling factor for co-evolution in touristic areas in the Mediterranean region.

This report is complementary to the other outputs produced in the framework of Co-Evolve project dealing with: urbanization and littoralization; water management; land-sea interaction; coastal protection; ecosystem protection; and carrying capacity. The following pilot area partners provided inputs in the framework of this task: Fundación Valenciaport; the Department of Hérault (2 sites); Region of East Macedonia and Thrace; and Emilia Romagna region.

The report is structured in four sections:

- I. Planning tourism in a holistic perspective
- II. Respecting coastal distinctiveness
- III. Enlightened sustainable tourism
- IV. A tourism socially responsible

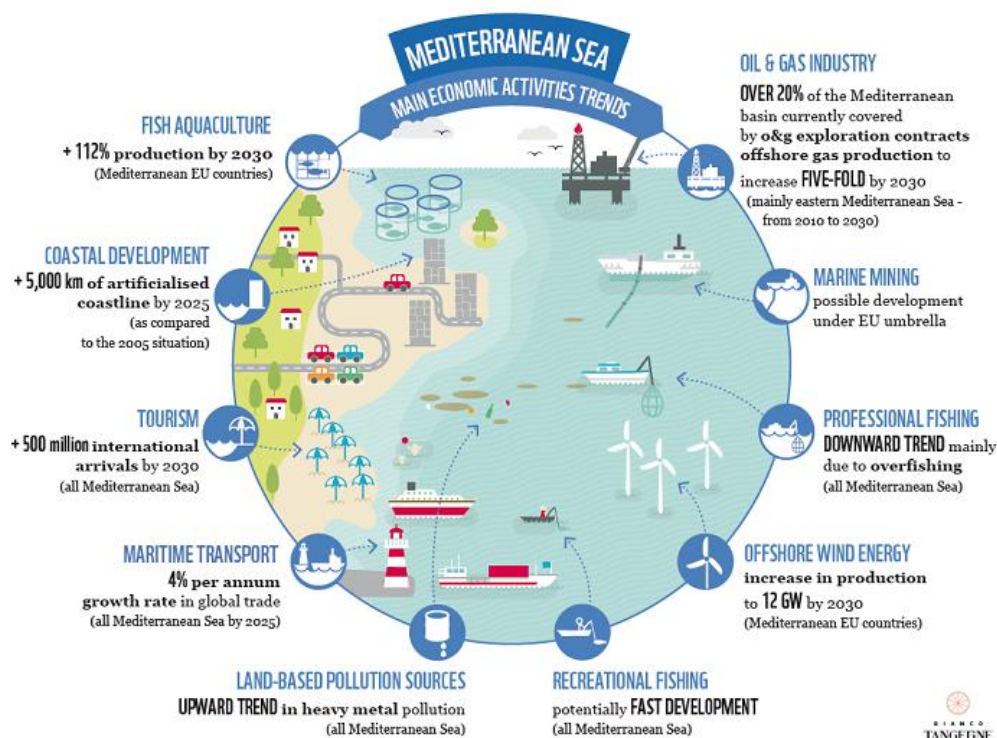
Starting from the relevant articles of the ICZM Protocol, each section includes an explanation of their scope, present the state-of-the-art in the Mediterranean and, when relevant, in pilot areas, identify the main gaps and give examples of good practices. The report finishes on a list of recommendations both at the national and destination level in order to improve governance for sustainable tourism.



1. Planning tourism in a holistic perspective

The term “holistic” refers to something that considers the whole and the interdependence of its parts. It can be conceptualized as interdisciplinary: the claim that most social, economic and environmental phenomena cannot be fully understood or explained without adopting a perspective that goes beyond the aims of a single sector².

Mediterranean coastal zones are the sites of an intense socio-economic activity which is facing an impressive growth in the Mediterranean region nearly in every sector (Fig. 2).



Source: WWF, MedTrends, 2015

Figure 2: Trends of economic activities in the Mediterranean

This growth is adding new pressures to the already stressed coastal environment, and intensifies the competition for limited space and resources. In addition, climate change is posing new challenges that might considerably alter the conditions for these economic activities. Therefore, it is necessary to consider all these activities in an integrated way.

Integration of a tourist destination management into ICZM both ensures that conflicts with other coastal activities are minimized, and that development is within the environmental carrying capacity of the area (UNEP, 2009). Such integration requires a strong coordination among stakeholders.

² Remoaldo and Cadima Ribeiro, 2014, “Holistic approach, tourism”, URL: https://www.academia.edu/25307287/Holistic_approach_tourism

1.1. Coordination

Negative impacts and conflicts are often due to ignorance of coastal environment and inadequate planning. Envisaging coastal tourism through an ICZM perspective will allow stakeholders to get a full picture of the stakes on the coastal zone, and to plan its development in a sustainable way. To do so, coordination among sectors, geographical scopes and level of government is essential. An efficient coordination helps obtaining better information and comprehension, coherence and avoiding inappropriate policies, strategies, investments and activities that are incompatible and mutually inhibiting, distracting, overlapping or simply repeating each other (UNEP-MAP-PAP/RAC, GWP Med and UNESCO-IHP, 2015). Article 7 of the Protocol (Box 1) poses the base for such coordination.

Article 7: Coordination

1. For the purposes of integrated coastal zone management, the Parties shall:

- (a) ensure institutional coordination, where necessary through appropriate bodies or mechanisms, in order to avoid sectoral approaches and facilitate comprehensive approaches;
- (b) organize appropriate coordination between the various authorities competent for both the marine and the land parts of coastal zones in the different administrative services, at the national, regional and local levels;
- (c) organize close coordination between national authorities and regional and local bodies in the field of coastal strategies, plans and programmes and in relation to the various authorizations for activities that may be achieved through joint consultative bodies or joint decision-making procedures.

Box 1: Article 7 of the ICZM Protocol

a) Horizontal coordination – across sectors

ICZM recognizes that sectoral management approaches, focusing on individual resources (such as fisheries) or activities (such as tourism) cannot be functional. The coastal zone is a whole system where different human uses of coastal resources are interdependent, which requires a holistic management. Attention must, therefore, be focused on the "horizontal integration" of sectors traditionally seen as separate, together with the associated governmental agencies that influence the planning and management of coastal systems and resources.

Mediterranean countries that have mechanisms for horizontal coordination for ICZM purposes (8), or are in preparation (11), record a variety ranging from formal inter-ministerial committees or fora, to ad hoc management structures for specific geographical or protected areas (Fig.3). In those countries with inter-ministerial coordination, regional or sub-regional examples flourish as well. Therefore, horizontal national level coordination tools seem to stimulate local examples. Operative examples are to be found at the regional level, with structures for specific geographical or protected areas.

There are relatively few examples of institutional structures at local level with ICZM as their prime purpose. Coastal Area Management Programmes (CAMPs) at the local level act as drivers to establish such bodies but are not always sustained as ICZM-specific entities in the long-term, as exemplified by the case of CAMP Levante del Almeria (Spain).

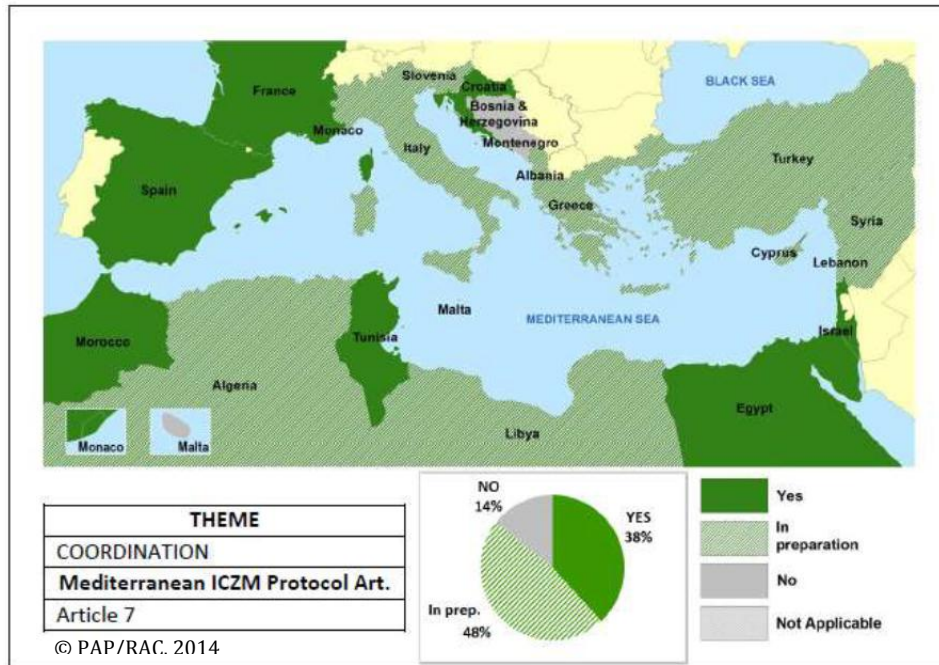


Figure 3: Bodies and mechanisms of institutional coordination in between services and other organisations at the same administrative or geographical level

Ideally, coastal and marine tourism should be integrated into ICZM in order to have an optimal horizontal coordination. However, it is not always the case.

Another option can be to establish an interministerial committee dedicated to this question. France is an example of a country which has established such a Committee. This body includes among others representatives of the Ministry of Foreign Affairs and International Development; Ministry of Labour, Employment, Vocational Training and Social Dialogue; Ministry of the Interior; Ministry of Culture and Communication; as well as representatives of the National Secretary for the Solidarity Economy.

It is to be noticed though that this interministerial committee does not include neither representatives of the Ministries in charge of land-use planning nor of the environment.

b) Geographical coordination between the land and marine part of the coast

All coastal systems, regardless whether situated on the land or in the sea, are interconnected. Attention must, therefore, be paid to the interconnections between land and sea environments, which can extend over more or less vast distances. Besides, some uses existing mostly on land expand their activities to the sea as well. These interactions need to be understood, in order to assess their individual and cumulative impacts and potential conflicts and synergies (European Commission, 2017).

Marine Spatial Planning (MSP) is a major tool for the implementation of the ICZM Protocol on the marine part of the coastal zone. As Gilliland and Laffoley (2008) argues, MSP can be used to identify ecologically and biologically sensitive marine areas, to identify existing and potential human uses and activities taking place in the sea, and to evaluate the cumulative impacts of



human activities on marine ecosystems. Therefore, it is the appropriate tool, to organize human activities (both in space and time) and to encourage synergies, reduce conflicts among sea-uses and between sea-uses and the environment (PAP/RAC, 2015).



Co-Evolve partner's good practises

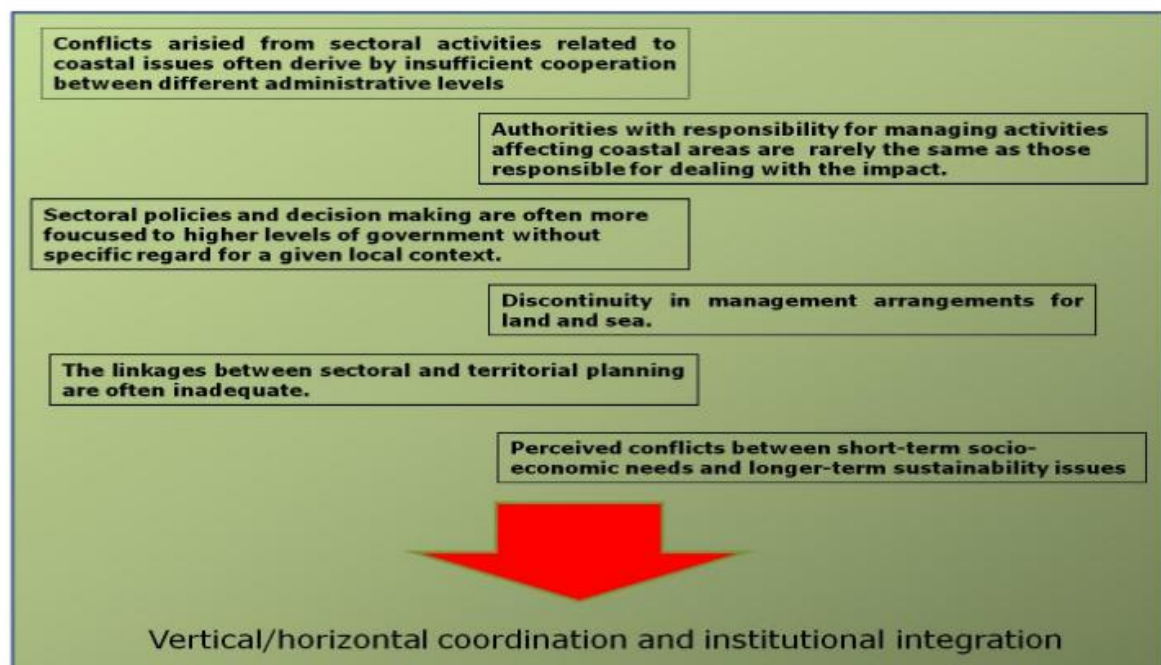
The department of Herault emphasized that tourism activity was properly taken into account by the "Parliament of the Sea", a unique regional structure in France ensuring a permanent exchange between the maritime stakeholders³.

For more information on this theme, please refer to the report on Land-sea interaction produced in the framework of Co-Evolve project (deliverable 3.6.1).

c) Vertical coordination – across levels

A considerable challenge is posed by the fact that the coastal issues go beyond local, provincial and often national areas of authority. Attention must, therefore, be paid to "vertical integration" between levels of government, from the local to international level, and to integration between governmental institutions, civil society and the private sector which influence the planning and management of coastal resources.

Most of the problems relating to functioning of vertical/horizontal coordination and institutional integration are presented in the diagramme below (Fig. 4).



Source: PAP/RAC, 2013 b

Figure 4: The most common problems in dealing with functioning of vertical coordination mechanisms and institutional integration issues

³ <http://www.languedocroussillon.fr/57-le-parlement-de-la-mer.htm>



Establishing efficient structures to manage sustainable tourism at the sub-national and local level is fundamental for the sustainability of the sector and for allowing a better planning, and to tackle the issues of planning, development monitoring, firms' involvement and advantages to the community (WTO, 2015).



Experiences from Co-Evolve project partners

Out of the 5 pilot areas partners of Co-Evolve project which provided information for this task, 4 mentioned the existence of a structure for tourism management at a sub-national level. The Department of Herault underlined the presence of structures both at the NUTS 2 and NUTS 3 level.

Fundación Valenciaport emphasized the importance of such a structure, as according to the Spanish Constitution, the autonomous regions are responsible of the regulation of tourism industry (urbanism, infrastructures, tourist professions, economic activities related to tourism, ...) within the scope of their respective territories.

Only the Region of Macedonia and Thrace reported the absence of such a structure, and considers it as a gap, as such a structure could provide a central coordination and a larger stakeholder's involvement.

d) Coordination between the public and private sector

According to Plan Bleu (2016), the main problem of tourism sustainability in Mediterranean is that public sector and economic actors are not able to integrate the different needs in one comprehensive system. A global "tourism governing system", involving public and private sector, is missing both at the international level and at the national one.

The Public-Private Partnership (PPP) can be helpful to bring together stakeholders from both the public and the private sector with different objectives, skills, and resources in a formal or informal voluntary partnership to improve the attractiveness of a regional destination, its productivity, associated market efficiency, and the overall management of tourism.

At the Mediterranean scale, there are very high investment needs for infrastructures and for financing small and medium enterprises. By 2030, these needs are estimated at around 300 billion Euros (IPEMED, 2012). Moreover, since the South and East Mediterranean Countries' budgets are heavily constrained by the economic crisis, increased investment and financing must be made without aggravating the public deficit of States, while meeting the needs of the population and improving the quality of Public services.

The use of PPP participates to the optimization of the cost/benefit ratio, the distribution of risks between the public authority and the private operator, the retention by the public entity of the strategic control of the service, and gains being dealt with by an experienced private sector. The interest of a state or a local authority is to "develop an economic infrastructure to ensure the development of a country, while reducing its borrowing and associated risks". Box 2 below presents the example Egypt, one of the first country in South Mediterranean to introduce specific regulations for PPPs.



Egypt: A pioneer country for PPP in South Mediterranean

Historically, the Egyptian regulatory framework was not favourable to the development of many projects in the form of PPPs. It was too fragmented, with the legislative framework including specific regulations for each sector. Thus, PPPs were negotiated individually according to the application of the law specific to the sector concerned. It was therefore necessary to introduce specific regulations for PPPs to ensure the implementation of major infrastructure projects.

This is why in 2006; the Egyptian government launched a long-term policy aimed at fostering partnerships between the public and private sectors in order to develop investment in infrastructure. It created a dedicated entity, the Public Private Partnership Central Unit (PPPCU), directly attached to the Ministry of Finance and responsible for coordinating a national PPP program through ministries and public agencies. PPPCU embodies the political face of the PPP initiative in Egypt since June 2006. PPPCU has been involved in selecting projects, coordinating the PPP program and process through ministries, the private sector and the financing market, while leading transactions, providing technical and advisory support and ensuring their compliance with the law. Through ongoing project monitoring, it reports to a departmental committee on the impediments to the implementation of the observed PPPs and has created a PPP implementation guide highlighting best practices through examples of pilot projects.

In May 2010 the Egyptian Parliament adopted a law specific to PPP drafted by the PPPU.

Source: IPEMED (2012)

Box 2: Developing a PPP in the South of the Mediterranean

In many cases, PPPs in tourism development also include non-governmental organizations (NGOs) and various other types of associations. PPPs bring together stakeholders with different objectives and skills, and resources in a formal or informal voluntary partnership to improve the attractiveness of a destination, its productivity, associated market efficiency, and the overall management of tourism, as shown in the Box 3.



Number	Case study	Country	Lesson	Scale	Main partners
2.1	Grassroots management of a protected area: the Puerto Princesa Subterranean River National Park	The Philippines	Entrepreneur convenor	Local	State/local governments, community
2.2	Stable partnerships attract funding: Tsodilo Hills	Botswana	Credibility leads to financial support	Regional	State/local governments, private industry, NGOs, local community
2.3	Taj Safaris and threatened species conservation	India	Adaptability	Local	Government, private industry
2.4	Homestay tourism clustering and snow leopard conservation	India	Social entrepreneurship	Local	Local government, NGO, local community
2.5	Creating an egalitarian, open framework for destination partnership development: the case of Tama River	Japan	Collaborative product development	Regional	Local government, community, private industry
2.6	Providing capacity building opportunities: Carnival Australia and cruise ship tourism	Pacific Islands	Clustering	International and National	Federal and local government, private industry
2.7	Joining forces to minimize risk: development of a "Tsunami Ready Toolbox" to increase disaster preparedness for hotels in Bali	Indonesia	Minimizing risks	National	Federal government, hotel associations, hotels
2.8	Visitor focused collaboration in Mavrovo	The former Yugoslav Republic of Macedonia	Tourism product	Regional	Federal government, private sector
2.9	Inclusive business for tourism - training in Yangon and Nyaung Shwe (Inle Lakes)	Myanmar	Expanding growth opportunities	Regional	Federal government and international organization, private sector
2.10	"Smart tourism" development in Nanjing	China	Technology as a niche market	Local	Federal government, private sector
2.11	Integrating scientific research and tourism to benefit community livelihoods: The Mamirauá Sustainable Development Reserve	Brazil	Economic entrepreneurship	Local	State government, local communities

Source: World Tourism Organization (2015)

Box 3: PPP tourism projects

Besides PPPs different other kinds of alliances and partnerships can be organised in a destination such as **clusters** and **networks** (Box 4). According to Porter (1998; cited in Nordin, 2003: 11), clusters represent "geographic concentrations of interconnected companies and institutions in a particular field, linked by commonalities and complementarities". Clusters are dynamic with boundaries in constant change, as new companies and new linkages appear and others disappear. One difference between a network and a cluster is that networks can occur among firms situated anywhere, whereas clusters usually refer to a core of firms in a more limited geographical area and what is more important is that cluster members share the same vision of development unlike the networks' members who are mostly coming from business sector, are profit oriented exclusively and are linked on a contractual basis. (Ibidem: 12). The

example of wine tourism cluster in Napa Valley in the following box can be interesting for Mediterranean countries which are wine producers, and may be inspired to set similar clusters.

The Napa Valley located in the north San Francisco Bay Area, world famous for its wine, is a popular tourism destination attracting nearly five million people to the valley each year. The vineyards and their tours and tasting events make up the foundation of a big industry with a long tradition in the region. The concentration of grape growing and wine making business is worth noting and the Napa Valley wine cluster is one of the most well-known in the U.S., although as a cluster it is sometimes overshadowed by the close-by Silicon Valley. The wine cluster itself is an interesting formation of linkages and alliances with a long history.

The story of the rise of the wine industry in California provides a good example of how a civic entrepreneur may transform a region and an industry. Robert Mondavi is credited for starting the real clustering process in the early sixties. The wine cluster's two main factors involve grape and wine production. Other important factors contributing to the success of the cluster involve distribution, sales and marketing, technology development and financing. Science and technology accounted for much of the success in bridging the gap between American and European wineries. Wine tourism has extended into a major industry in the Napa Valley, even though the tourism industry had a late start in the valley with the opening of vineyards and wine tasting events in the early 1980s, coinciding with the establishment of the first bed and breakfast. Prior to 1976, there was no established visitor infrastructure. Napa County has to a large extent been depending on the agriculturally based industry (foremost grape growing and wine-making) in generating wealth and employment. However, a strong local economy preferably needs high quality jobs in a number of sectors. In order to try to change the dominance of the wine sector the Napa Valley Economic Development Corporation (NVEDC) was established about two decades ago, with the aim of trying to diversify the economic base of the county. In 1995, a strategic plan was developed to promote business clusters outside the largest current employers (such as the wine industry) that could create future high paying jobs as well as generate economic growth. Based on substantial data three candidate industries were selected in mid-1997, among them the hospitality and tourism industry.

Source: Nordin, (2003)

Box 4: The Napa Valley - wine tourism cluster

Obviously there may be multiple other ways for the collaboration of public and private sector which can be more or less formalize, such as the example proposed in the framework of Co-Evolve by Fundación Valenciaport.



Co-Evolve partners good practises

In Valencia, the Valencia City Council, the Chamber of Commerce, the Valencia Trade Fair and the Valencia Business Confederation are chairing a non-profit foundation: Valencia Tourism. These organizations collaborate in the Foundation alongside companies which operate in the tourism sector. Since its foundation in 1991, its aim has been the promotion of tourism in the city of Valencia. Their goal is the strategic management and promotion of the city of Valencia in the tourism sector, with a professional focus which combines public and private interest.



Despite the multiplication of guidelines and other strategic documents emphasizing this need for effective coordination, scientific literature on ICZM and on sustainable tourism regularly emphasize the difficulties to implement it in practice. The establishment of Steering Committees, including key actors from all the categories mentioned above, in order to work on the development of strategic frameworks can be very positive.

1.2. Strategic framework

The ICZM Protocol emphasizes the importance of having strategic documents in order to ensure coherence in the approach to coastal issues at the regional, national and local level (Article 17 and 18 of the ICZM Protocol). Taking adequately tourism into account in those strategic documents (Box 5) is of crucial importance, as this activity will largely influence the needs for development such as infrastructures of different kind, health system, etc.

National strategy for ICZM of Montenegro

The Montenegrin coastal zone is one of the country's most valuable national resources, with high development potential and exceptional natural and cultural values. However, it is subject to intense pressures from human activities, tourism being one of the most important. Over the last couple of years, more than 95% of the total tourist turnover in Montenegro⁴ took place in the coastal zone. At the height of the season, the monthly number of visitors exceeds 450.000, which is three times more than the number of inhabitants of the coastal municipalities. Moreover, there is a faster growth of private accommodation and of so-called residential tourism than of hotel capacities, leading to an overconsumption of space.

The elaboration of the Strategy started in 2013 in order to ensure preservation of the development potential and to restrain growing pressures on coastal resources. The Ministry of Sustainable Development and Tourism, which is responsible for environmental protection, spatial planning and management of space, construction, tourism and sustainable development, led the preparation of the document with the support of PAP/RAC.

In the framework of the elaboration of the strategy, criteria and guidelines to determine land uses in the Coastal Area Spatial Plan so as to direct construction to the least vulnerable areas were developed; and key instruments were proposed to enable implementation of the above criteria including land-use and fiscal policy instruments, as well as those for monitoring and evaluating progress.

As a result, and thanks to the strong political support and commitment:

- construction areas on the coastal zone are reduced by 44%;
- construction areas within one kilometre of the coastline is reduced by 16%;
- the areas of conflict between highly vulnerable, open areas and construction areas are reduced by 45%; and
- A criterion for implementation of 100 meter coastal setback has been proposed.

Source: Ministry of sustainable development and tourism of Montenegro (2015) and PAP/RAC (2015 -b)

Box 5: Example of dealing with tourism's impacts in the framework of an ICZM Strategy

⁴ The total tourist turnover has been measured by overnight stays

In return, having such an ICZM framework constitutes a precious help for a sound management of tourism activity.

In the same way, sustainable tourism requires national strategies and local plans focusing specifically on tourism and providing a direction for its development based on careful assessment (UNWTO, 2013).

a) National strategy

Advancing sustainable goals through tourism planning requires the ability and institutional capacity to integrate multiple policy areas; consider a variety of natural, human and cultural assets over an extended timeframe; and put in place the necessary rules and institutional capacity. A destination cannot successfully implement a sustainable tourism strategy without the right laws and regulations in place, or the right governance structure to supervise them. Legislation should protect the environment, limit potentially harmful development, control detrimental practices, and encourage healthy behaviour. It is clear rules in these areas that determine the direction, scale and scope of government and private investment in more sustainable tourism.

Having a national sustainable tourism strategy is the base for stakeholder participation in the formulation of local plans. Indeed, as the stakeholders have various interests, it is necessary to set the national goals in a document at the national level. The fact that stakeholders influence tourism development in different ways, including tourism supply and demand, regulation, management of tourism impacts, etc. implies they have to integrate those goals when developing their plans.



Experiences from Co-Evolve project partners

All the countries from the Co-Evolve project reported having a national strategy for tourism, all of them taking adequately all the dimensions of sustainability. According to Fundación Valenciaport, the evolution of the importance of sustainability in Spanish tourist policy is positive. During the most important growth of tourism industry in Spain, there was no mentioning to any concept related to sustainability, and its development was unplanned and very damaging to the environment. On the other hand, when Spanish government understood the importance of tourism sustainable management, the political Plans started to make a difference in the perception of tourism activity and the influence of sustainable concepts in tourist development is increasingly greater. This positive evolution is reflected in the image of Spain as a tourist destination.

b) Local plans

Despite the importance of looking at tourism development and its impacts from the Mediterranean perspective, it mustn't be forgotten that tourism, being an extremely complex phenomenon always occurs in a concrete destination which represents unique historical, social, cultural and geographical contexts involving multiple values and stakeholders thus asking for the most sophisticated and holistic approach to its management, i.e. integral management.



The integral management approach to development of a tourist destination of any type is a necessity, and particularly if a destination is located ashore in which case **Integrated Coastal Zone Management (ICZM) approach has to fulfil the requirement for the proper management of both the destination itself (as a system of its own), as well as in relation with its surrounding environment (environmental, social, economic and cultural), in which case it is perceived as a subsystem of a wider - coastal zone system.**

Local tourism plan may relate to either urban or rural tourism destinations development, to special-interest tourism development and to some extent to huge tourist resorts development.

However, local plans most usually refer to development of tourism in different kinds of settlements (and are named Destination Management Plans or sometimes Tourism Strategies and alike) where an integrative approach is essential. Variations in the planning process may occur due to differences between the size of settlements and the number of their inhabitants, location of a settlement, existing infrastructure, level of economic development (especially tourism development), development of other social activities and the efficiency of local governance system.

Local level development plans should be based on the following principles:

- tourism development must be based on the common development goals and priorities designated by the resident population,
- impulses from tourism market should be regarded as well as the results of the local tourist demand research,
- tourism development plans should be adjusted to other, not-tourist plans
- local physical, visual and aesthetic appearance should be respected.

Destination planning and development strategies are the first step towards the greening of tourism. Sustainable development of tourism in a destination can solely succeed if the destination is able to supply a product that can be preserved and renewed in its singularity and if the interests of the different stakeholders are considered (UNWTO, 2012).



Experiences from Co-Evolve project partners

All the pilot area partners of Co-Evolve project reported having a regional/local tourism strategy/master plan taking adequately into account all the dimensions of sustainability.

Having these strategic frameworks is of great importance for the sustainable development of the destination. Though, it is also important to guarantee that the recommendations of the document are implemented. One of the crucial factors for doing so is to launch from the very beginning of the development of those documents a participatory process.

c) Site planning

Specific tourism projects fall into so called site planning referring to the organizational stage of the landscape design process. It involves the organization of land-use zoning, access, circulation, privacy, security, shelter, land drainage, and other factors. In other words, within community development, this stage of site planning is the organizing phase where city planners create a tactical/detailed plan of new developments/projects.



d) Specific management plans on a destination level

There is a number of resources (natural, cultural, human, financial, etc.) used in the process of tourism development and a variety of situations that may threaten them. Since strategic plans are usually not operational enough to cover all of these specific situations and resolve all the threats destination is facing with, local Destination Management Organisation develops by itself or participates in developing (or promotes) specific management (and operational) plans, such as:

- Environmental management plan,
- Cultural heritage management plans,
- Protected areas management plan,
- Attraction management plan,
- Crisis (disaster) management plan (to be discussed later in the chapter III).

• Environmental management plan

The performance of destination managers as those who are key responsible for destination's overall sustainability can be represented by number of indicators, ideally relating to final performance across enterprises and tourist behaviour. For example, water and energy consumption (kWh per visitor day) or percentage of accommodation enterprises that has been awarded an ecolabel (preferably the EU Flower), percentage of food and drink enterprises that have been awarded an ecolabel or percentage of beaches that have been awarded the Blue Flag ecolabel.

Indicators for sustainable food sourcing may also be used to indicate destination managers' performance in encouraging local and more sustainable supply chains. The DMO may require tourism enterprises to have an environmental management plan which includes vegetation, run-off, avoidance of the introduction of invasive species and other pollution control measures. Also for the purpose of encouraging those enterprises who exercise environmental policies in their everyday business operations, DMO together with local government may introduce certain subsidies, for example reduction of the amount of public utility charges. The advantages of applying sustainability programmes in 100 top resorts in the U.S. are presented in Box 6.

Related to the issue of environmentally responsible behaviour of tourist enterprises some projects may be mentioned such as Hotel Energy Solutions⁵ or TourBench⁶, which are conceived to provide assistance to Europe's tourism enterprises to identify potential investments and cost saving opportunities for sustainable decision making to ensure profitability and competitiveness (saving money and investment in ecological building measures and equipment with low energy consumption), provide visitor satisfaction (fulfilling their demands and expectations for high

⁵ Hotel Energy Solutions (HES) is a UNWTO-initiated project in collaboration with a team of United Nations and EU leading agencies in Tourism and Energy. The project delivers information, technical support & training to help Small and Medium Enterprises (SMEs) in the tourism and accommodation sector across the EU 27 to increase their energy efficiency and renewable energy usage. <http://hotelenergysolutions.net/content/about-us-6> (retrieved September ,6, 2017)

⁶ TourBench is a European monitoring and benchmarking initiative, that aims to reduce the environmental costs in tourist accommodation businesses. The online system TourBench is a freely available, practical and easy-to-use webbased, multilingual monitoring and benchmarking instrument that enables to scan an accommodation with reference to/on the basis of environmental issues. https://www.up2europe.eu/european/projects/european-monitor-and-benchmarking-initiative-for-environmental-impacts-and-costs-in-tourist-accommodation_129434.html, (retrieved September ,6, 2017)



environmental quality), achieve efficient use of resources (minimizing the consumption of water and non-renewable energy sources), secure a clean environment (minimizing the production of CO₂ and reducing waste), and protect biological diversity (minimizing the usage of chemical substances and dangerous waste products). The increased use of such industry-oriented decision support tools can help speed the adoption of green practices.

A report (cited below) analysing the sustainability programs of 100 top resorts in the U.S. (in terms of the number of sustainability programs in place) among other things has revealed following:

- By installing low-flow showerheads and aerated faucets saved \$1.50 per room per month for one hotel, and using water-efficient toilets saved the same hotel 180,000 gallons of water per year.
- Greywater recycling systems that reuse wash water have also been shown to trim approximately 23 percent of the total water consumption of some hotels. The payback period of these systems is around 14 years, but this number may vary according to the country.
- Solar panels can generate around 25 percent of the energy that a hotel needs to operate.
- Reducing solar gain is also important. In tropical areas solar control film, a polyester layer used to coat windows, is highly beneficial, because it can be retrofitted into existing hotels at low cost and has been shown to save hotels 155kWh of electricity per year.
- Even something as simple as updating the heating system used in hotel swimming pools can save money. Although this practice has not been widely adopted, switching to an air-to-water heat pump from a conventional heating system (typically, heat from electronic sources or a condensing boiler) can save 50 percent of the energy used and reduce greenhouse gas emissions by 12,000 kg.

Source: Bruns-Smith, A., Choy, V., Chong, H., & Verma, R. (2015).

Box 6: Environmental management practices in the hotel industry

• Cultural heritage management plans

Many sites and cities, especially coastal/Mediterranean ones are abundant with archaeological sites of high value, many of them being on the UNESCO's World Heritage List. Being so valuable they are very often overwhelmed by tourists who, by their activities directly or indirectly make threat to these fragile resources. That is why the need for their proper protection, rehabilitation and use has been the object of a number of international initiatives and conventions, from the Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict with Regulations for the Execution of the Convention (UNESCO, 1954), through the Convention Concerning the Protection of the World Cultural and Natural Heritage (UNESCO, 1972), up to the latest Convention for the Safeguarding of the Intangible Cultural Heritage (UNESCO, 2003), the Convention on the Protection and Promotion of the Diversity of Cultural Expressions (UNESCO, 2005) as well as the Charter on the Interpretation and Presentation of Cultural Heritage Sites (ICOMOS, 2008).

In the past, “cultural heritage management” was primarily focused on the protection of monuments and areas designated as cultural heritage. Recently we are witnessing movement towards a more inclusive approach, especially when it comes to managing heritage located in urban areas, which are constantly evolving and changing to meet the needs of their communities



(Veldpau, 2015). Below (Box 7) is presented a table with basic areas of activities and their goals in the process of so called Cultural Heritage Integrated Management (CHIM).

Field of action	Objective
Preservation of the cultural heritage	Preserving the tangible and intangible cultural heritage values of a place.
Environmental issues	Adaptation of the tangible cultural heritage to environmental requirements and minimizing the negative impacts.
Economic development	Attracting & retaining a mix of economic uses that meets the needs of the local community and visitors (shops, jobs, housing, culture etc.) and respects the character of the historic centre.
Tourism	Sharing the unique character and identity of the historic urban landscape that brings economic & social benefits – balancing the needs of inhabitants & visitors.
Urban planning and development	Clear planning guidance to secure multifunctional areas and to balance/ coordinate the demands of the users.
Demographic development	Place for all generations and social groups.
Education and awareness raising	Fostering a strong identity of the citizens with their cultural heritage and mobilising the citizens to play an active role in the heritage management.
Science and research	Fostering scientific results for heritage planning and urban development and encouraging research topics.

Source: Scheffler, N., (2010)

Box 7: CHIM - basic activities and goals

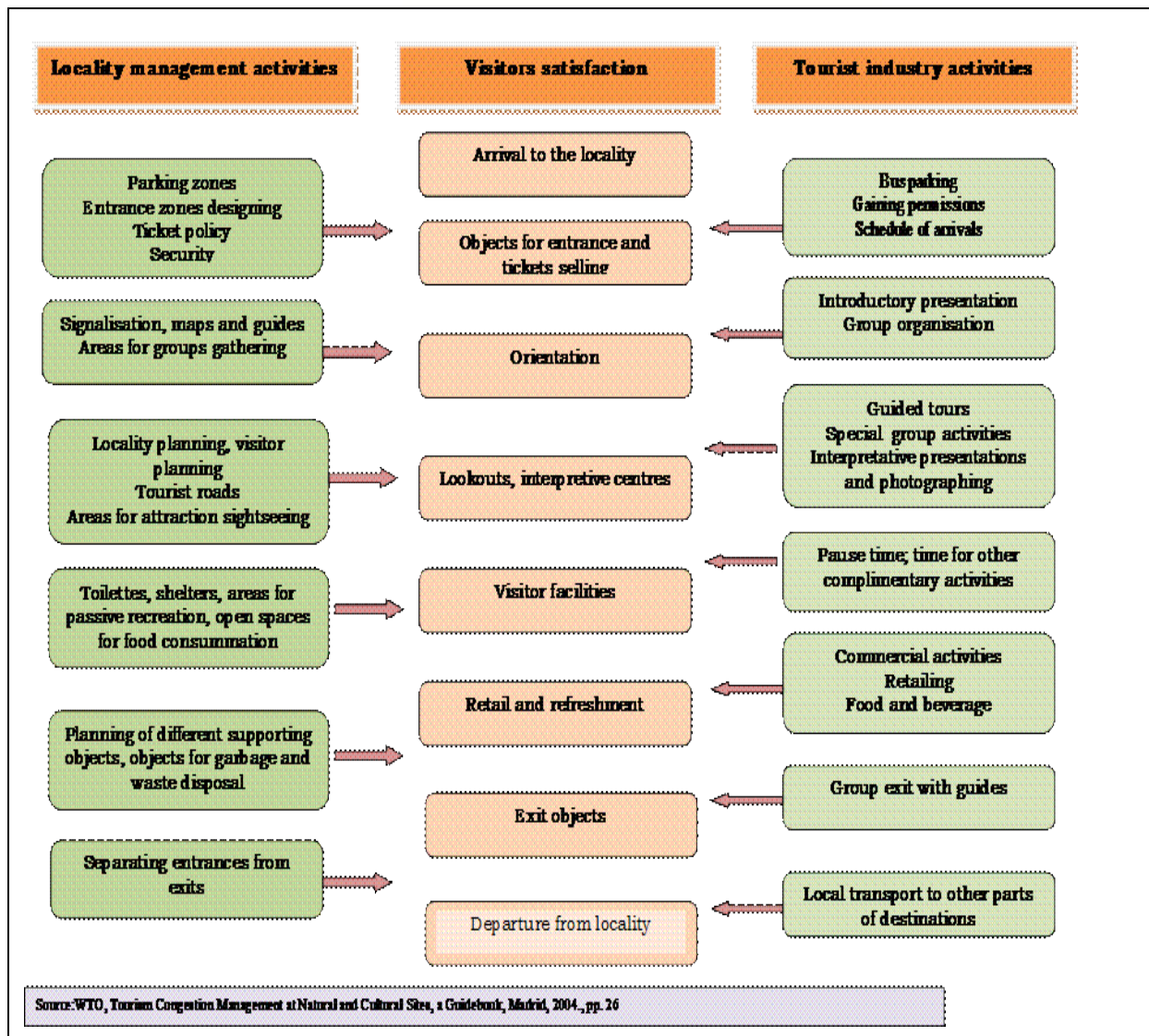
Destination may often contain specific area to which status of a national park is assigned. Alike cultural heritage, such assets are always under threat by tourism industry as tourism is very often the only commercial activity allowed. Therefore, management plan is inevitable if the protected area is to be preserved and properly (sustainably) used. ⁷ The obligation of making protected area management plan⁸ is prescribed by law in most of the countries and their logic is exactly the same like the one for making cultural heritage management plans.

Both cultural heritage and protected area management plans are usually accompanied by a number of other plans or related documents, which derive from, or support it. These are usually called operational plans, activity plans, and so on. They make certain goals realized by a number of concrete activities. Such plans may be: conservation plan, infrastructure plan, visitor management plan, carrying capacity assessment plan, site/attraction plan, and beach management plan and alike.

Site/attraction plan is presenting how to utilize certain locality/attraction site in the best possible way by showing what activities should be done in order to make tourist visitation as sustainable and satisfactory as possible (Box 8).

⁷ World Commission on Protected Areas (WCPA) , Guidelines for Management Planning of Protected Areas Best Practice Protected Area Guidelines Series No. 10, Thomas, L., Middleton, J., Phillips, A., Editors, <https://portals.iucn.org/library/efiles/documents/pag-010.pdf> retrieved August 20, 2017

⁸To see the one written for Plitvice national park, consult following web site: <http://www.np-plitvicka-jezera.hr/files/file/NpPlitvice-management-plan.pdf>



Box 8: Site/attraction plan

A common thing in between all these plans is that they have to be produced in a participatory manner.

1.3. Participation

Although the concept of environmental participation emerged in the 1960s, it was in the 1980s that it began to flourish due to the multiplication of environmental problems caused by the rapid modernization of Western society. Many voices, often from NGOs and the academic world rose to protest against the traditional development imposed by elected officials. According to them, governments are dependent on short-term electoral deadlines, and depending on the major financial institutions. It is therefore necessary to integrate the long-term perspective of the local population into the forms of development proposed. The idea of "sustainable and participatory" development was introduced and made its way, closely interlinking the two concepts (S. La Branche, 2003).

Allowing local actors to participate also means allowing a development desired and supervised by the community. The social acceptability of decisions becomes an imperative, and the



legislative context of environmental policies is evolving rapidly (S. Moretto, 2008). In the 1990s, public participation was recognized with the publication in 1992 of the Rio Declaration, and especially the 1998 Aarhus Convention, which made participation a binding legal standard and recognized it as a human right. In doing so, participation shifted from a bottom-up to a top-down process imposed by laws and other regulations. The ICZM Protocol in its Article 14 (Box 9) confirms this need to include various stakeholders when issuing the various authorizations for uses of the coastal zone, and adapts the legal framework for the coastal context.

Article 14: Participation

1. The Parties shall take the necessary measures to ensure the appropriate involvement in the phases of the formulation and implementation of coastal and marine strategies, plans and programs or projects, as well as the issuing of the various authorizations, of the various stakeholders, including:

- *the territorial communities and public entities concerned;*
- *economic operators;*
- *non-governmental organizations;*
- *social actors;*
- *The public concerned.*

Such participation shall involve inter alia consultative bodies, inquiries or public hearings, and may extend to partnerships.

2. With a view to ensuring such participation, the Parties shall provide information in an adequate, timely and effective manner.

3. Mediation or conciliation procedures and a right of administrative or legal recourse should be available to any stakeholder challenging decisions, acts or omissions, subject to the participation provisions established by the Parties with respect to plans, programs or projects concerning the coastal zone.

Box 9: Article 14 of the ICZM Protocol

Being locally generated, tourism has to be deeply embedded into a local community. Moreover, local community itself is not only a physical space within which tourism occurs but also a highly complex tourism product. Murphy (1985: 153; cited in Petrić, 2012: 4) argues that tourism development "relies on the goodwill and cooperation of local people because they are part of its product." Hence it is advisable to include local residents in the management of the destination, in order to ensure growth that is "tailored to the local community".

When implementing a participatory process, stakeholder participation should be considered from the very beginning of the project, starting from concept development and planning, through implementation, to monitoring and evaluation of results. Early stakeholder engagement in decision-making has been frequently cited as essential if participatory processes are to lead to high quality and long-lasting decisions (Reed, 2008). Very often though, stakeholders only get involved in decision-making at the implementation phase of the project cycle, and not in earlier project identification and preparation phases. However, unless there is some flexibility into the project design, this often can mean that stakeholders are getting involved in a project that does not necessarily take into account their own needs and priorities. This jeopardizes the motivation of the stakeholders to engage with the decision-making process, and may place them in a reactive position, where they are asked to respond to proposals that they perceive as finalized.

In order to be efficient, stakeholders involved should include not only the actors likely to have an impact on the project, but also the people who will be affected by the project. Categories of stakeholders usually considered as relevant in tourism context include government, residents, local business, visitors, tourism employees, academics, and civil society. Stakeholder

management in the participation process is complex and can be problematic, as there has to be collaboration among stakeholders holding different opinions on the same subject (Perić et al, 2014). For example, investors and hotel managers often don't share the point of view of NGOs.

Inviting stakeholders to participate in tourism development does not mean that everyone will be fully satisfied with the outcome of the consultation, but rather that everyone will feel that what they have achieved is the best they could have achieved given the circumstances. Some actors may not be satisfied with the outcome of the consultation, but they may be satisfied with the consultation process. The goal is not to find optimal solutions for each, but rather practical compromises (Worms, 1997).

Participatory methods

Before choosing the participatory methods or mechanisms, it is necessary to set the objectives of the participatory process and to identify the appropriate level of engagement for those objectives. The level of engagement is crucial to identify the methods that are likely to be most relevant. Most typologies of participation suggest methods that are appropriate to different levels of engagement. The best-known schema of this kind is Arnstein's ladder of participation (see Figure 5).



Source: George Julian, Knowledge Transfer Consultancy⁹

Figure 5: Arnstein's ladder of participation

The **non-participation** (no power), which includes the level 1 and 2 (manipulation and therapy), corresponds to a restricted information of the citizen, and its goal is manipulation. It is above all a matter of convincing the stakeholders of the merits of the projects presented by the decision-makers (Lequin, 2003).

⁹ <http://www.georgejulian.co.uk/2013/01/22/social-media-and-citizen-engagement/>



Degrees of tokenism are divided into three levels. For the first (informing), the information is transmitted to the individuals concerned in a unilateral flow without feedback. At the second level (consultation), opinions and recommendations are collected, for example through public inquiries. To illustrate the level reached at the third level (conciliation), Arnstein uses the example of planning committees. Selected citizens are invited to give their opinions and participate actively in the planning process. However, the opinions expressed are not necessarily taken into account by decision-makers. There is therefore no real division of power.

Finally, the last level is that of **citizen power**. The participants, decision-makers or citizens, are placed on an equal footing and decisions are taken jointly. It brings together the echelons of partnership, delegated power and citizen control. In the partnership, there is a real negotiation between the decision makers and the individuals concerned, which results in the sharing of responsibilities. Delegation refers to the transfer of power to an independent body that will be responsible for progress and final decision (Lequin, 2001). Finally, at the level of citizen control, they are entirely responsible for both the planning and management of the program. There are no intermediaries between them and the source of funding.

Though, while recognizing the value of Arnstein's model, it is important to remember that there is no "good" or "bad" participation (Wilcox, 1994). The body or person responsible for the participatory process has to determine which the adequate level of participation is.



Experiences from Co-Evolve project partners

All the pilot area partners besides the Region of East Macedonia and Thrace indicated having a mechanism for public participation in tourism planning. The mechanism systematically includes laws at the national level. The Department of Hérault mentioned the existence of an initiative launched at the regional level in 2015: "the Regional Meeting of Tourism and Recreation"¹⁰. In this framework, the Occitan region has initiated a series of meetings with public and private stakeholders in the tourism sector. In 2017, the forum attracted close to 1,000 participants. The aim is to carry out a broad consultation on the whole of the regional territory, for the elaboration of a new Regional Scheme for the development of tourism and leisure in Occitan. The result of the consultation will then be submitted to the regional elected representatives, in view to setting up of new intervention mechanisms of the region and agreements with the territories.

Besides the Region of East Macedonia and Thrace, all the pilot area partners are planning to have a participatory process in their pilot activity.

Box 10 below presents a list of techniques and authors who dealt with possible community engagement methods in the process of community development planning and management.

¹⁰ <https://www.laregion.fr/Tourisme-cap-sur-l-innovation>



Method	Essence	Reference
3-6-5 Brainwriting	Group creativity technique for generating lots of ideas and points of view in short time	Rohrbach (1969)
Action learning	Group learning process through programming knowledge and questioning it	Revans (1980)
AHP	Multi-criteria method in which priorities are defined for the decision elements and alternatives	Saaty (1977)
ANP	Extension of AHP supporting independence and feedback capabilities between elements	Saaty (2001)
AWOT	SWOT amended with a multi-criteria method to define priorities for SWOT factors	Kurttila et al. (2000)
Bayesian Belief Networks (BBN)	Probability-based modeling tool for expressing the functional relationship between elements	Pearl (1985)
CatPac	Software package, which uses neural network analysis to identify clusters in speech	Woelfel and Stoyanoff (1995)
CATWOE	Framework for defining purposeful action models in Soft System Methodology (SSM)	Checkland (2000)
Citizens' juries	Representatives of the community engaged to an in-depth deliberative process	Crosby (1995)
Cognitive Mapping (Journey Making, SODA)	The subjective cognitive structure of knowledge of the participant is presented in a form of a map	Eden (1992)
Consensus conference	Public representatives are involved in the analysis of socially controversial scientific issue	Zurita (2006)
Design charrettes	Group method to question and redesign e.g. urban planning project features	Lindsay et al. (2009)
Discourse-based valuation	Citizens discuss and evaluate decisions of natural resource management in a public setting	Wilson and Howarth (2002)
ePanels	Discussion forums, online surveys, live chats and votings utilized to clarify citizens' views	MacIntosh and Whyte (2008)
Focus groups	Discussion of a small stakeholder group to obtain information for a pre-specified issue	Krueger (1988)
Four Rs framework	Rights, Responsibilities, Revenues and Relationships are analysed to identify the roles of stakeholders	Dubois (1998)
Future search	Large group technique aiming to define means to systemic improvements in their communities	Weisbord and Janoff (2010)
Fuzzy MA	Fuzzy membership functions used to define the approval borders	Kacprzyk et al. (1992)
Hope-map	Qualitative information from public participation process is transformed into quantitative spatial form	Hytönen et al. (2002)
Influence matrix	Graphical presentation of influences between several decision elements that affect the decision	Ulrich and Probst (1995)
Joint gains	Web-based multi-party negotiation support tool	Ehtamo et al. (2001)
Mesta	Web-based multi-criteria tool to participatory discrete choice situations	Hiltunen et al. (2009)
Multicriteria Approval (MA)	Group technique based on simple approval voting	Fraser and Hauge (1998)
Negoisst	Web-based negotiation support system with ratings given to negotiated issues	Schoop et al., 2003
Nominal group technique (NGT)	Group members generate solutions to a problem and rank them	Delbecq and VandeVen (1971)
OpenSpace	Framework where unlimited numbers of participants discuss around a central theme	Lightfoot et al. (2003)
Participatory GIS/social values mapping	Survey method where people attach social values subjectively to map	Tyrväinen et al. (2007)
Planning for Real	Issues located on a model or a map of the planning area in a workshop	Kingston et al. (2000)
Policy exercises	Game-type tool that can be used in a participatory policy formulation process	Brewer (1986)
Public open house	Information on a project is openly presented to public in a certain venue	Weeks (2000)
Q method	Structured questionnaire method in which the responses are analysed by factor analysis	Steelman and Maguire (1999)
Rich decisions	Web-based value tree analysis decision support software including imprecise preference statements	Salo and Punkka (2005)
SMART	MCA method with rather simple ratings of criteria and alternatives	von Winterfeldt and Edwards (1986)
Stakeholder advisory committees	Small group that meets regularly to discuss issues and bring up ideas	McGurk et al. (2006)
Stakeholder analysis	Key stakeholders are identified and their interests in the system are assessed	Grimble and Man-Kwun Chan (1995)
SWOT	Tool for identifying factors of external and internal operational environment	Kotler (1988)
Task force	Group established around a specific issue to develop e.g. a policy recommendation	Selin and Chevez (1995)
WINPRE	Multi-criteria decision support program able to deal with imprecise preference statements	Mustajoki et al. (2005)
Web-HIPRE	Multi-criteria decision support program applying AHP and SMART, SMARTER and SWING	Mustajoki and Hämäläinen (2000)
Visioning and pathways	Aims to develop a long-term group vision and strategies to reach that vision	Holman and Devane (1999)
Vroom-Yetton method (Modified)	Means to analyse the level of participation through a set of questions	Daniels et al. (1996)
World Café	Group interaction method aiming to find imaginative ways forward	Brown (2001)
Voting methods	Group of different techniques for making choices between given alternatives	Kangas et al. (2006)

Box 10: List of methods used in community planning processes

Source : Vacik *et al* (2014)

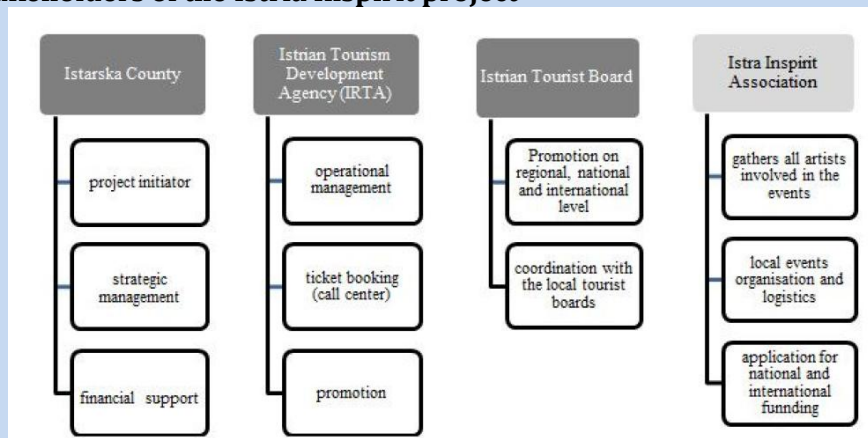
Even though stakeholders should be involved from the very beginning of the planning process, there are examples of such involvement at a later stage which proved to be very positive (Box 11).

Istria Inspirit project

Istria is one of the most developed tourist regions in Croatia. It consists of coastal destinations but also includes an attractive inland part which in tourism sense, still has not reached full potential. When starting the development of the Istria Inspirit project in 2012, the main driving idea was to enrich the cultural offer of the Istrian peninsula through resurgence of historical events, legends and myths in authentic locations. The core idea of the project was the creation, organization and promotion of unique events. Those events are created as a combination of art performances on chosen historical trivia/myth in authentic locations, along with the presentation of local customs and gastronomy.

The first idea regarding the project came from the Istria County and subsequently the initiative transformed into a project that involved the Istria Tourism Development Agency and the Istria Tourism Board. In the beginning of 2013, the initiators of the project proposed to create an association named Istria inspirit, which would gather all artists involved in the project, support creative potential of the project and enable long-term self-sustainability.

Main stakeholders of the Istria Inspirit project



Although there is general division of responsibilities and tasks among the main stakeholders, what is extremely important to emphasise is the significant level of informal communication and cooperation among them. In the initial phases of the project, a great deal of voluntary work was conducted during the preparation of events, especially in terms of costumes design and production, promotional materials, then creation and the logistical aspects of the events. In later phases of the project development, issues regarding the promotion and marketing strategies were not just the responsibility of the tourist board, but of all main stakeholders who contributed to the branding of project activities. This is not very surprising, having in mind that Istria is more of a community-type destination, with a long tradition of cooperation among various public institutions in the creation and implementation of joint projects.

Another key factor, influencing the success of the Istria Inspirit project, is the involvement of a wide base of various stakeholders into the project. In the organization of each event, local stakeholders (local authorities and tourist boards, civil society organisations, private firms, inhabitants) were invited to contribute to the event in various forms. This type of active participation ensured an overall acceptance of the project and contributed to the synergic effect of all activities in providing an authentic and unique experience to the visitors. But it also created some additional financial and non-financial benefits to the secondary stakeholders



involved.

Istria Inspirit project gained a significant number of awards at the national and international level including the Golden Zoom Award for best marketing campaign of tourism destination and a nomination for “XVIII edición Concurso al major product de turismo”.

Source : Perić et al. (2014)

Box 11: Successful stakeholder involvement in Istria (Croatia)

Even though the participatory process is essential for the quality of the process, many practitioners have noted that increasing numbers of the public are critical about attempts to involve them in decision-making. Consultation fatigue arises when people are over solicited for participation purposes, but perceive little return on the time and energy they give up to do so.

Representatives from civil society for example receive ever-increasing numbers of requests to take part in consultations but can only do so in their own time and often at their own expense. Approaches to particular groups and individuals to take part in initiatives should therefore be targeted, acknowledging the resource commitment that active involvement entails for participants and sponsors alike, to help prospective participants to identify where their input is likely to be most meaningful (Richards, Blackstock and Carter, 2007).

Besides the above explained ways of participation which are usually occurring with regard to individual projects, recent practice in the EU member countries indicates a new trend of creating so called community initiative groups such as Local Action Groups (LAGs), established through the EU LEADER + programme¹¹, having more permanent engagement of the local community members in (tourism) development (Box 12).

Similar organisations may be found elsewhere in local communities through Europe. Thus 39 Local Enterprise Partnerships (LEPs) have been established across England, with responsibility for driving economic growth in their areas and working in partnership with key sectors and stakeholders. **In LEP areas where tourism is a recognised tool for driving wider economic growth, work is underway on specific projects and initiatives in partnership with Destination Organisations who manage tourism locally.**¹²

¹¹ Since its launch in 1991, LEADER has provided rural communities across the European Union with the resources to enable local partners to actively engage and direct the local development of their area, through community-led local development. Decisions on LEADER funding are made at a local level by a Local Action Group through the framework of a Local Development Strategy (LDS). A Local Action Group is made up of people from the local community as well as from the local public and private sector. The LDS is a plan that is developed by rural communities to support sustainable development of their sub-regional area;
<https://www.pobal.ie/FundingProgrammes/LEADER/Pages/LEADER.aspx> (retrieved 21 August, 2017)

¹² <https://www.visitbritain.org/structure-tourism-england> (retrieved 21 August, 2017)

Local Action Groups in Croatia

A LAG needs to bring public and private sector partners together, seeing to the balanced representation of local interest groups, whose members belong to different socio-economic segments. At the level of decision-making, at least 50% of members must come from the business and civil society sectors. A LAG can be founded *ad hoc*, or it can build upon existing partnerships. Most usually, LAG stakeholders include:

representatives of local self-government and public institutions, trade/professional organisations and unions (agriculturists, small enterprises and other activities), associations (environmental protection, cultural service provision, community development, women, youth etc.), development agencies, business sector, media, high-profile individuals. Responsibility of local partnerships / LAGs:

- establishment of a LAG and writing of its Statutes,
- preparation of a local development strategy and operating local development plan,
- provision of information to local population on existing opportunities and project applications under the IPARD programme, in line with the local development strategy,
- agreement on training and workshops for local population, e.g. on the preparation of individual business plans, project proposals, bookkeeping etc.,
- submittal of recommendation letters to the IPARD agency, pertaining to projects eligible for financing under the local development strategy,
- management of LAG activities (project management, activity programming, accounting, monthly and quarterly reports, etc.).

Out of 56 registered LAGs in Croatia, 14 are maritime and consist of both coastal and island municipalities. Many of their activities and projects deal with tourism.

Source: <http://www.hmrr.hr/en/leader/what-is-lag>

Box 12: LAG - A community initiative group

Planning tourism in a holistic perspective is a necessity as it is the only way to find a balance between the different uses of the coastline, which are often among the most coveted areas of the Mediterranean countries. Whether in the framework of ICZM planning or sustainable tourism planning, stakeholders should have the opportunity to get involved in the exercise in order to guarantee the preservation of each one's interests. Besides, the presence of stakeholders at the local level may help taking adequately into account the specificities of coastal zone.



2. Respecting coastal distinctiveness

The Mediterranean basin hosts a rich mosaic of marine and terrestrial ecosystems; unique rural and urban landscapes; and a great cultural heritage including distinctive architecture, traditions and customs. Preserving its distinctiveness is needed at the same time to protect those assets, and to guarantee the attractiveness of the tourism destination, and developing special forms of tourism may contribute to this goal.

2.1. Specific forms of coastal tourism

In most Mediterranean countries, tourism offer is mainly based on mass seaside tourism and the inescapable "sea-sand-sun". However, those last decades awareness raised on the need to create new products that would contribute to the development of an offer preserving the environment and the traditional way of life of local communities. The Article 9 of the ICZM Protocol (Box 13) encourages among all the development of cultural, rural and ecotourism for this purpose.

Article 9: Economic activities

In conformity with the objectives and principles set forth in Articles 5 and 6 of this Protocol, and taking into account the relevant provisions of the Barcelona Convention and its Protocols, the Parties shall

2. [...] d) [...]

(ii) [...] promote specific forms of coastal tourism, including cultural, rural and ecotourism, while respecting the traditions of local populations

Box 13: Article 9 of the ICZM Protocol

Cultural, rural and eco-tourism count among the most recognized alternative forms of tourism. They all share the same objectives in different ways, even though each of them is putting more emphasize on some aspects: to reduce the impact of tourism on the natural and cultural environment, to encourage an equitable distribution of benefits, to improve the quality of life of local people, and to improve the quality of visitor experiences. There is a growing market interest towards those forms of tourism.

Advantages of those specific forms of coastal tourism are:

- they actively contribute to the protection of the natural and cultural heritage;
- they include local communities in its planning, development and exploitation and contribute to their well-being;
- they offer visitors an interpretation of the natural and cultural heritage;
- they are better suited to the practice of individual travel and / or organized tours for small groups.

Ecotourism and rural tourism participate to balance territorial tourism development between coastal areas and hinterlands as those destinations are often located further from the seashore (see an example of good practise in Morocco in Box 14).

However, there are aspects that should be considered when planning these activities (Fosse and Le Tellier, 2017):

- Unknown alteration to natural environment may happen, in particular when implemented in very fragile areas such as protected areas;
- There may be fiscal leakage due to the geographic spread and individual businesses prominence;

- There is a limited public regulation of rural and eco-tourism, which needs to remain a side activity in order to not have negative consequences on the local population and territory.

Ecotourism development in Morocco

The National Park of Souss Massa, in the South of Morocco, is located near the city of Agadir, one of the major Moroccan tourist centers. With its rich natural heritage, the park completes the local tourist offer by proposing an alternative to the seaside resort. However, in order to limit the negative impacts of uncontrolled tourism, the State seeks to develop tourism that is more respectful of the environment and local populations. That is why this national park was the first park in Morocco to launch ecotourism.

The public authorities have seen ecotourism as an alternative way of offering people a development more in harmony with the natural environment. Collaborations have therefore been established with civil society to empower people to take advantage of new opportunities offered by tourism of nature and cultural discovery.

The advances made in the National Park of Souss Massa

On the socio-economic level, the results are encouraging. Significant progress has been made with regard to the empowerment of Local Development Associations, which are currently increasingly managing social problems affecting the rural world, such as the electrification of households, the setting up of a drinking water network, road construction, literacy, the schooling of young people and the development of rural women's cooperatives. Besides, The National Park of Souss Massa supports village micro-projects of marketing infrastructure for tourists (budgets of € 4,000 per micro project).

The most encouraging results regarding the environment include:

- The restoration of environments affected by human exploitation or occupation, the adoption of new methods of managing these areas and the establishment of an approach to integrate the population into the project;
- The conservation of the diversity of the natural habitats of the region;
- The reintroduction of animal species that have disappeared in the region as ostrich and antelope Addax.

Source: Harif, Laurent and Djellouli (2008)

Box 14: An example of good practice in ecotourism: the National Park of Souss Massa in Morocco

Such initiatives can be promoted by governments during the formulation of their national, sub-national and local strategies in collaboration with their partners ("top-down" approach). Those documents should define the general level and form of tourism most adapted to specific destinations. Specific forms of tourism can emerge as well on the initiative of local actors ("bottom-up" approach) in that case they will need support from the government in order to integrate their tourism offer into the overarching frame.

Special forms of tourism can also be very relevant in particularly sensitive areas such as islands.



2.2. Respect the distinctiveness of islands

The Mediterranean includes 162 islands of over 10 km² and almost 4,000 smaller islets, which are recognized as fragile and singular spaces. Several threats resulting from global changes jeopardize their natural, cultural, economic and social development: destruction of habitat caused by the development of urbanization, biological invasions exacerbated by low biological connectivity with neighbouring ecosystems, impacts of global warming sometimes threatening to erase territories, pollution (waste water), overexploitation of resources, etc. The islands are hosting 20% of terrestrial plant and vertebrate species, and it is estimated that 600 million people depend on island ecosystem services for water, food, shelter, medicines, and the resources needed for their daily lives (Secretariat of the Convention on Biological Diversity, 2010). Such precious areas require to be specially addressed by governmental policies, as suggested in the ICZM Protocol (Box 15).

Article 12: Islands

The Parties undertake to accord special protection to islands, including small islands, and for this purpose to: [...] (b) take into account the specific characteristics of the island environment and the necessity to ensure interaction among islands in national coastal strategies, plans and programs and management instruments, particularly in the fields of transport, tourism, fishing, waste and water.

Box 15: Article 12 of the ICZM Protocol

For tourists, islands are very attractive as they consider them both as exotic and authentic destinations. Croes (2004) considers tourism as a tool for small islands to enlarge their economies and overcome the disadvantages of smallness and isolation. Though, when they are facing tourism development, all islands must address issues of economic impact, environmental consequences and those relating to the social, cultural and political fabric of the island all of which are affected by the density of tourism on the island.

Tourism activity exacerbates threats on:

- Land: even more than on the continent, space on islands is rare and precious, particularly by the coast.
- Waste: the amount of waste generated by tourism and linked activities considerably rise the total amount of dump and may rapidly exceed the capacities of the dump sides. Besides, they are often situated close to tourist centres, which can generate health hazards and reduce the aesthetic attractiveness of the place.
- Water: islands are often facing water scarcity, sometimes in the Mediterranean even depending on water supply by boat, and tourism is adding considerable pressure on this resource.
- Economy: the transformation of local economies from primary and secondary production to tertiary is altering the business environment.
- Society: island tourism is particularly subject to seasonality. Some islands are overwhelmed with tourist in the summer months, leading to undue host disruption and resentment from crowding. On the other hand, in winter month access to cultural distractions and entertainment is reduced, sometimes even access to essential living needs becomes difficult and inflation rates are high (Elroy and de Albuquerque, 2002) leading to important migration rates from the island, starting with the young and productive populations.



Regardless of their size, many islands experience high tourism densities in relation to their population and land and maritime areas. The limits of acceptable change or “real” carrying capacity of the island is at stake, i.e. capabilities defined not only on the basis of physical and ecological criteria, but which integrate what is socially and culturally acceptable, with the aim of preserving the spirit of the island, and the notion of seasonality (more information on the carrying capacity is available in Co-Evolve deliverable 3.4).

Social, economic and environmental issues are exacerbated on islands, and for ages island communities have been building strong ties and interlinkages between them and with their environment. Tourism development on the islands represents tremendous opportunities and challenges for local communities, where potential impacts on their futures are intimately linked to the preservation of that balance between socio-economic development and environmental preservation. Thus, proper management and governance is required to guarantee shared and long-term vision implementation for the development of the sector. The major hurdle is to overcome local conflicts of interests and reach a consensus where natural and productive space and resources are fairly shared.

Some initiatives on the international and national scale offer interesting examples of how island can be more efficiently managed in the framework of sustainable tourism.

a) On the international level

➤ Small Island Organization (SMILO)

In 2015, the French *Conservatoire du Littoral* (the Coastal Protection Agency) launched this initiative in order to set up a network of island stakeholders and to create a "Sustainable Islands Label", a new international scheme to promote island territories. The initiative intends to promote and support actions contributing to maintaining or restoring the balance between human dynamics and natural environments on the island territories smaller than 150 km², with the establishment of 4 complementary mechanisms:

- A "Sustainable Islands Club": network to exchange experiences, space for dialogue between managers, foundations, international institutions and NGOs.
- A "Sustainable Initiatives Bank" for the collection and dissemination of supporting management tools.
- An international network of experts to be called on the ground to support processes through diagnostics, and contributions of skills and expertise.
- A labelling system to recognize and validate solutions and strategies implemented on the islands.

Ultimately, the Initiative, which has become the NGO Small Sustainable Islands – SMILO in 2016, should bring out effective tools for local governance, including the diversity of actors and their knowledge, and foster solidarity between the islands, leading to virtuous policies in many areas, including in sustainable tourism.

➤ Global island partnership - GLISPA

Led by the Presidents of Palau and Seychelles, Prime Minister of Grenada and Premier of the British Virgin Islands, the mission of GLISPA is to promote action to build resilient and sustainable island communities by inspiring leadership, catalysing commitments and facilitating collaboration for all islands. Three major activities summarise GLISPA's involvement:



- Mobilize high level political will for island commitments and action on resilience and sustainability.
- Build and strengthen partnerships that implement global resilience, conservation & sustainability goals on islands, especially the Sustainable Development Goals.
- Help its members to bring global attention to and support for island solutions and initiatives, especially through major international meetings & conferences.

Since its launch in 2006, the Partnership has engaged high-level leaders to catalyse US\$150 million for island action and assisted 35+ countries to launch or strengthen major sustainable island commitments. As well as engaged more than 25 members and 50 entities in collaborating to achieve a series of key objectives embedded in the 2030 Strategy.

b) On the EU level

➤ **Conference of Peripheral Maritime Regions of Europe (CPMR) Island Commission**
The Adriatic-Ionian macro-region is a vector of project and financing where the question of the islands is approached only at the margin. In this sense, the Islands Commission, one of the 6 geographical commissions of the CPMR, defends the idea of an EU cohesion policy which would give the question of island areas and territories special recognition and therefore specific lines of financing which do not exist to date.

On 28 March 2017, the Smart Island event brought together more than 100 representatives of the European islands, in the European Parliament.

➤ **2014 - 2020 INTERREG V-A Italy - France (Maritime) Project ISOS**
The small islands of the maritime area are territories that have unique cultural and natural heritage, however they are also fragile territories in relation to the challenges posed by mainly seaside tourism. The islands involved in the partnership – the islands of Lérins, Hyères, Lavezzi, Capraia, Tavolara Asinara, and Palmaria – joined forces in this integrated strategic territorial project to preserve their heritage and develop a “sustainable island” approach together. The ISOS project – Isole Sostenibili (Sustainable Islands) therefore intends to:

- Create a network of French and Italian islands committed to the preservation of island cultural and natural heritage which will be animated with technical workshops, conferences, mobilisation of experts, a schedule or a set of initiatives.
- Implement, with local operators, tangible pilot actions to improve management of natural resources with innovative solutions suited to the small islands (renewable energy, sorted waste collection, etc.) and the enhancement of island heritage.

Those efforts should lead to the definition of co-built sustainable strategies for the protection of natural and cultural heritage to the benefit of the population.

c) On the national level

➤ **Greece**
The first Sustainable Tourism Observatory in Europe was established by the University of the Aegean in collaboration with UNWTO and with the support of the Ministry of Tourism of Greece in early 2013. It opened in the Aegean Islands, the main archipelago of Greece. The observatory has two physical sites, one in Rhodes for the South Aegean and another in Chios for the North

Aegean, monitoring the environmental, social and economic impacts of tourism in the Aegean archipelago. This experience is meant to be expanded to a national level. Along with the two observatory sites, a Monitoring Centre was established at the University of Aegean in Mytilene, on the island of Lesbos. The role of the Centre is to monitor and implement sustainable tourism practices in close cooperation with the tourism public and private sector in the area of the Aegean.

➤ Croatia

In Croatia, and this is an exception in the Mediterranean, an Island Act exists (Official gazette 34/1999) since 1999. This specific legislation is dedicated to the islands development and protection. After the definition of the Island Act, several Strategies for sustainable development of Croatian islands were developed, with an archipelago approach (e.g. Strategy for sustainable development of the islands of the Šibenik archipelago, Faculty of Economics, Split, 2001). Nevertheless, the national development programmes and other specific funds supposed to support the implementation of the Island Act remained scarce. In 2017, it is to be noted that the Ministry in charge of regional development reserves a share of its financial aid to the islands, through the island development programme, which represents an envelope of 2, 6 million Euros. It is also interesting to note that the Šibenik-Knin County defined a Master Plan for tourism which gives consideration to islands as a specific area for touristic development. The Master Plan recognises the islands as a specific cluster, and proposes a series of measures tailored for each island according to different development scenarios.

d) On the local level

Example of taking the sustainable way on the island of Calvià (Spain) - Box 16:

Calvià (Spain): In the 70's and 80's, tourism in the island of Calvià grew in an unsustainable way with construction of mass tourism infrastructures without consideration of the island's carrying capacity. In the early 90's, the municipality of Calvià deemed the situation as unsustainable, and undertook a diagnosis of the destination in the light of sustainable development which then allowed for the development of a local Agenda 21 action plan for the Municipality of Calvià.

The process lasted up to 1997 and had a strong governance component. Governance goals included increasing understanding of the importance of tourism and its sustainability, seeking engagement and endorsement from local people, clearly defining priorities, based on a consensus view, and maintaining a system of monitoring and evaluation. The action plan identified 40 initiatives for improving sustainability of the island. Among the main results are the land use planning changes. The Municipality used the Town Planning System in order to reach the goals of the action plan. As a result, 1,700 hectares of building land were declassified, 30 building clearance action plans were carried out, including actual building demolition, and urban plots were purchased to prevent from further construction. In 2004, 13,500 m² of building had been demolished, and 50,000 m² was saved from construction. Tourist areas' attractiveness increased as boulevards and pedestrian zones appeared.

Source: UNEP, WTO, 2005

Box 16: Taking the sustainable way on the island of Calvià

➤ Example of integration of an island into the SMILO network: the case of Zlari (Croatia)
Three main strategic directions are supported by the SMILO approach so the island of Zlari reaches a more balanced and sustainable development allowing optimal cohabitation between man and nature. Between May 2016 and May 2017 a series of meetings and workshops took

place in Zlarin. Under the coordination of a SMILO “facilitator”, permanent liaison was maintained between the Secretariat of SMILO and the island to guarantee the follow up of the technical management and monitoring of operations related to obtaining the Sustainable Island label. During this period, a local Sustainable Development Committee was formed, SMILO’s Declaration for “small sustainable islands” was signed and a first draft of an action plan for the sustainable island was co-constructed. By taking part in the SMILO process for small sustainable islands, SMILO’s partners on the island (i.e. Tourist Board and the Island Council, as well as the cultural artistic associations “KUD-Koralj”, Punta Arta and Bodulići, the volunteer fire-fighters associations, the Yacht Club, association of olive oil producers) organized in a Committee for Sustainable Development, committed to, among others:

- Sending all the necessary documents to the Secretariat of the SMILO association for the labelling applications to be processed;
- Leading the island’s participative & collective diagnosis according to the processes developed by the SMILO association;
- Based on this diagnosis, cooperatively elaborating and validating the island’s strategic plan, which will help to prioritise the objectives to be achieved;
- Based on this strategic plan, implementing measures which will allow to achieve these priority objectives, in order to improve sustainability and obtain the Sustainable Islands label;
- Insuring that the requests for access to the Islands Fund are consistent with the island’s strategic plan;
- Monitoring, supervising and participating in the organisation of on-site operations carried out by the SMILO facilitators, experts and assessors;
- Actively contributing to the momentum of the international SMILO network.

Decongesting the narrow coastal strip closer to the sea by making the hinterland attractive, promoting new forms of tourism or taking account of the specificities of the most sensitive coastal environments are essential elements of sustainable tourism. However, such an objective cannot be achieved unless stakeholders are aware of the value of undertaking such efforts, some of which involve sacrifices in the short term. Therefore, it is critically important to raise awareness and educate stakeholders on the issues and challenges of sustainability.



3. Enlightened tourism

Because sustainable tourism is always based on long term consideration, it is necessary to increase the understanding of the stakeholders in order to achieve a long-term change of attitude and behaviour resulting in amelioration of the tourism offer and of the environment protection in tourist destinations.

3.1. Awareness raising, training, education and research

Article 15 of the ICZM Protocol (Box 17) emphasizes the importance of raising awareness of the public on ICZM and organizing educational programmes and trainings.

Article 15: Awareness raising, training, education and research

1. The Parties undertake to carry out, at the national, regional or local level, awareness-raising activities on integrated coastal zone management and to develop educational programmes, training and public education on this subject.

[...]

Box 17: Article 15 of the ICZM Protocol

a) Awareness raising

According to UNEP-WTO (2012), the first, and the most transversal, barrier to more sustainable tourism is the lack of understanding and recognition of the value created for companies, communities and destinations from the greening of tourism. The sharing of knowledge, information and experiences is a necessary first step toward addressing these barriers.

Governments and general public awareness

- The Mediterranean Coast Day

In the framework of coastal and maritime sustainable tourism, it is crucial to raise awareness on the importance of the coasts in order to insure a quality experience for visitors and to preserve the environment. There are numerous ICZM initiatives which constitute efficient tools for awareness rising. One of the major initiatives is the Mediterranean Coast Day, which emphasizes the importance of having a healthy environment for improving the prosperity of the society (Box 18).

The Coast we want, the future they need (UNEP/MAP-METAP, 2007)

The Coast Day event is looking forward facilitating the implementation of the Vision for the Mediterranean coast, a coast which should be:

- Resilient to climate change, to natural processes, and to human processes;
- Productive financially, competitive, high in value, increasing GDP, alleviating poverty;
- Diverse in ecological and experiential terms;
- Distinctive culturally and in marketing;
- Attractive to visitors, investors and local people;
- Healthy: free from pollution.

Tourism, which is one of the most significant economic drivers on the coasts, definitely has a role to play in achieving these goals.

Box 18: The Coast we want, the future they need

The Coast Day was launched by PAP/RAC in 2007 as a key awareness raising event. It was designed to effectively raise awareness of the importance of the coast, as well as of the ICZM as the optimal policy framework for achieving sustainable development of coastal areas. This initiative is aimed at increasing environmental awareness among policy makers, academia, media, NGOs, and the locals.

Every year since 2007, a regional event (on Mediterranean scale) is organized in one country, and local events at a smaller scale are organized in other ones. The Coast Day celebration is also an opportunity for PAP/RAC to nominate an eminent personality to be the “Ambassador of the coast”. These ambassadors are persons who inspire, through their work and engagement, people from the Mediterranean to better understand and respect their coasts.

All the countries partners to the Co-Evolve project already organized a Coast Day event with PAP/RAC support.

- The international year of sustainable tourism for development

The decision from the United Nations to make of 2017 the “International Year of Sustainable Tourism for Development” is expected to highly contribute to a better understanding of all the dimensions of sustainable tourism at a large scale. This international year aims to raise awareness among decision-makers and the general public about the contribution of sustainable tourism to development, and to mobilize all stakeholders to make tourism a catalyst for positive change. It is also expected to promote the shift to policies, business practices and consumer behaviour in the direction of more sustainable tourism¹³. It should help as well to improve social and environmental individual behaviours while supporting the transition towards sustainable lifestyles and better quality of life.

Private sector

International development institutions, such as multilateral and bilateral cooperation agencies and Development Finance Institutions (DFIs) can directly inform, educate and work collaboratively with the tourism industry to integrate sustainability into policies and management practices, and secure their active participation in developing sustainable tourism. At the national level, government and civil society engagement is a critical part of these efforts to coordinate action.

Tourism industry associations and wider industry platforms play an important role in raising private sector awareness, engaging tourism businesses in sustainability. They also develop practical tools to respond to many common challenges. The concept of Corporate Social Responsibility is increasingly recognized in the tourism sector, and is being promoted by sectoral industry bodies, at the international as well as national levels. Experience in many countries has shown that concrete mechanisms and tools to educate small and medium enterprises are critical, but are most effective when they are accompanied by concrete, actionable items like certifications.

The promotion and widespread use of internationally recognized standards for sustainable tourism can provide support to monitor tourism business operations and management. The private sector tends to perform best when clear criteria, objectives and targets can be identified and incorporated into their investment plans and business operations. The Global Sustainable

¹³ WTO at <http://www2.unwto.org/fr/www2.unwto.org/fr/tourism4development2017>

Tourism Council¹⁴ provides the most promising current platform to begin the process of grounding and unifying an understanding of the practical aspects of sustainable tourism, and prioritizing private sector investment (UNEP, UNWTO, 2012).

b) Training, education and research

As stated in the Mediterranean Strategy for Sustainable Development (MSSD, UNEP-MAP, 2011), education and training are recognized as a prerequisite for improved governance. Being aware of the impacts of tourism on coastal zones is of crucial importance for sustainability. Education in ICZM may help reaching a more holistic for sustainable tourism as well.

On the national level

This can be achieved through ICZM research centres which are often giving tourism a particular attention, or through centres exclusively dedicated to sustainable tourism with a focus on coastal zones.

In the Mediterranean, there are relatively few centres related specifically to ICZM or coastal management (Fig. 6). The topic is however dealt with as a module in a range of already established national or regional centres for oceanography, marine sciences, fisheries, etc. (PAP/RAC, 2014)

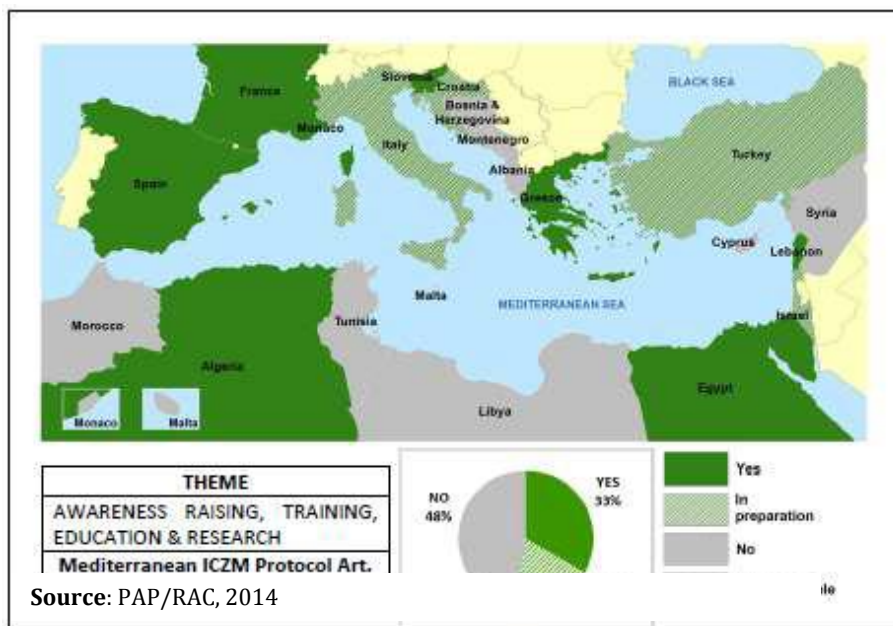


Figure 6: Mediterranean countries having at least one research centre dedicated to ICZM

However, Master Degree courses are available in 3 countries (Italy, Spain and France), while some other countries like Algeria are providing short courses for public administration.

¹⁴ The Partnership for the Global Sustainable Tourism Criteria Partnership was launched in 2007. Member organizations include, among others, UNWTO, UNEP, and numerous private organizations (Bien et al., 2008)

On the Mediterranean level

MedOpen course: In order to offer stakeholders from all Mediterranean region a possibility to get an education on ICZM, PAP/RAC launched in 2004 an online course on ICZM: MedOpen. The training program has been created to share ideas, lessons and strategies to forward the art of designing and implementing local, national and regional place-based integrated coastal zone management, as well as to enhance a policy dialogue and build / improve capacities on implications of climate variability and change (CV&C) considerations. The target users of MedOpen are decision makers (at the local, national, regional, and international level), policy advisors, project managers, staff and experts of international organizations, and institutions, academic researchers, students, as well as all others interested in ICZM and CV&C issues.

Two different course structures are available: the basic and the advanced one. Basic The basic Med Open is continuously available to everyone on the MedOpen platform¹⁵, while candidates for the advanced courses are subject to selection as the number of students is limited. Both courses are entirely free of charge. In the academic year 2017-2018, MedOpen is going to be for the first time integrated in the curriculum of a Mediterranean University: *l'Ecole nationale supérieure des sciences de la mer et de l'aménagement du littoral* (ENSSMAL) - Superior National School of Marine Sciences and Coastal Management) in Algiers, Algeria. In this way, the process of the ICZM approach will be integrated in the education programme of the future graduate/post graduate students in Algeria with the aim of improving technical capacities of the country to address the issues of coastal zone sustainability, protection and valorisation. This concern was set as a priority axis of the national ICZM Strategy elaborated by Algeria in 2015. The evaluation (exam) of students in this training will be fully compatible with the relevant pedagogical evaluation of graduate / post graduate students. Those who have successfully finalized the MedOpen ICZM training will be awarded the PAP/RAC MedOpen ICZM Advanced certificate.

On the international level

Massive online open courses (MOOCs)

MOOCs are a relatively recent online learning phenomenon, having developed from the first early examples less than a decade ago. Today, they are generating considerable media attention and significant interest from higher education institutions and general public. They can be seen as an extension of existing online learning approaches, in terms of open access to courses and scalability.

The opportunity that MOOCs offer for massification of courses has generated significant interest from governments, institutions and private sector (Li Yuan and Stephen Powell, 2013). A number of tailored MOOC platforms have been developed and offer courses independent of or in collaboration with universities. A growing number of institutions have been involved in engaging and experimenting with MOOCs for the purpose of expanding access, marketing and branding, as well as the potential of developing new revenue streams. Learners, on their side, can be motivated by being awarded a certificate, even though the value of these certificates remains uncertain. If there are still relatively few MOOCs directly related to ICZM or sustainable tourism (Box 19), Thomas and Holdsworth have identified in 2015 up to 51 MOOC dealing with

¹⁵ <http://www.medopen.org>



the issue of sustainability. Most of them are organized by American universities (51%) in English language.

An initiative that can be taken as an example of MOOC on sustainable tourism is the one launched by the University of Jendouba (Tunisia) in partnership with l'Université de Toulouse with the support of the French Institut Supérieur du Tourisme de l'Hôtellerie et de l'Alimentation. In 2016, they organized a first MOOC in the world dedicated to ecotourism which gathered 6,000 students from 89 countries. In 2017, the consortium is planning to renew the experience with the 1st MOOC in the world on sustainable tourism in French, English, Arabic and Spanish. UN Environment will support this action in the framework of the international year for sustainable tourism.

More information are to be found on the address:

<https://www.fun-mooc.fr/courses/ujendouba/36001/session01/about>

Box 19: Example of MOOC on sustainable tourism in the Mediterranean

Raising awareness and train stakeholders request to be aware of all the consequences of tourism development at the national, sub-national and local level. When dealing with the local level, the use of environmental assessment can be of great value.

3.2. Environmental assessments

Environmental assessment is a decision-making process prescribed by the ICZM Protocol (see Box 20) used to promote good environmental planning by assessing the potential effects and benefits of certain activities on the environment. It should ensure that all environmental effects (risks and benefits) of a proposed development plans, policies, programmes and/or projects are identified and satisfactorily addressed.

Article 19: Environmental assessments

1. *Taking into account the fragility of coastal zones, the Parties shall ensure that the process and related studies of environmental impact assessment for public and private projects likely to have significant environmental effects on the coastal zones, and in particular on their ecosystems, take into consideration the specific sensitivity of the environment and the inter-relationships between the marine and terrestrial parts of the coastal zone.*
2. *In accordance with the same criteria, the Parties shall formulate, as appropriate, a strategic environmental assessment of plans and programmes affecting the coastal zone.*
3. *The environmental assessments should take into consideration the cumulative impacts on the coastal zones, paying due attention, inter alia, to their carrying capacities.*

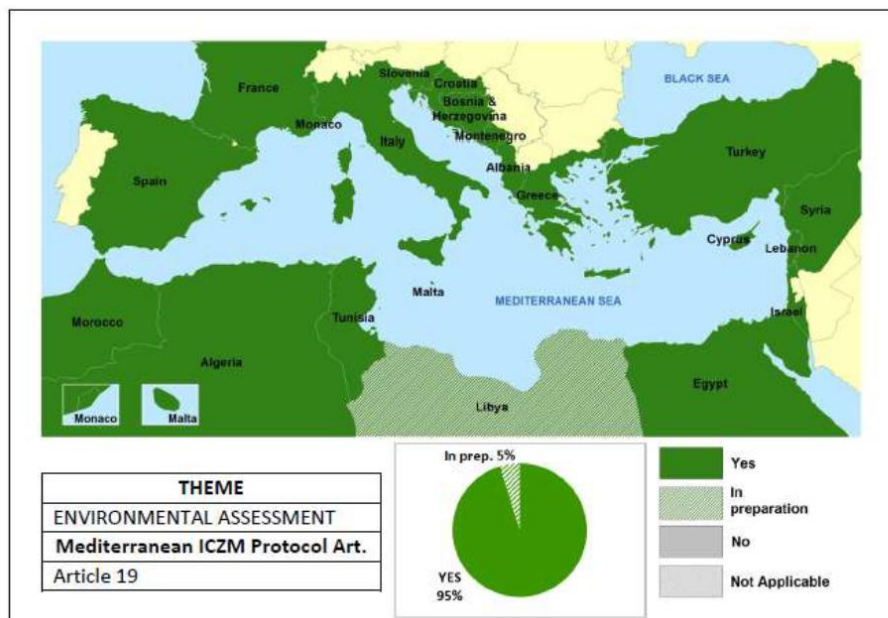
Box 20: Article 19 of the ICZM Protocol

The two most common techniques used for environmental assessment are the Environmental Impact Assessment (EIA) and the Strategic Environmental Assessment (SEA). EIA focuses on proposed physical developments such as highways, water resource projects or large-scale hotel resorts, while SEA focuses on proposed actions at a "higher" level such as new or amended laws, policies, programmes and plans. Often, physical developments and projects are the result of implementation of a policy or plan, for example an extended highway network may be an outcome of a new transport policy.

a) EIA

EIA is already a “standard” instrument used to review and evaluate the impact of any activity (such as the construction of tourist facilities: hotels, lodges, public beaches, highway, etc.) on the environment or on natural resources, culture, economy, etc. It appeared in the 70’s, in the United-States, and rapidly spread around the world. EIA is defined as a systematic and integrative process, used for identifying the environmental effects of development projects. The process consists of identifying, predicting, interpreting and communicating the relevant potential impacts (PAP/RAC, 2009).

As shown in figure 7, all Mediterranean countries but Libya have a legislation regarding EIA.



Source: PAP/RAC (2014)

Figure 7: EIAs required for public and private projects likely to have significant environmental effects on the coastal zones

EIAs often cover a range of potential socio-economic and cultural impacts as well. The breadth of requirement may be specified in the legislation, but usually details are set out by the responsible body in published EIA Guidelines. For tourism projects, such as hotels, the main determinant used often appears to be the size of the accommodation. For this reason, there is a considerable variation in between EIA depending on the countries.

If the first target of these studies is to assess the impacts of different projects on the environment, they also have to identify mitigation actions which will be taken by the project. These actions will relate to the way the project is designed and developed, including the construction processes. EIAs should also address proposals for management of the enterprise, covering environmental and social issues, once it is up and running – this may include a requirement for the enterprise to have a specific environmental management system with measurements and annual reporting (UNEP/WTO, 2015).

In many countries, EIA is the only tool of environmental assessment required by law, and whose results are publicly shared. As such, it is a precious source of information. The box 21 presents the example of Croatian Regulation on the Environmental Impact Assessment (Official gazette 61/2014), which gives a list of projects associated with tourism¹⁶ that require making of the EIA (Box 21).

LIST OF PROJECTS FOR WHICH THE ENVIRONMENTAL IMPACT ASSESSMENT IS OBLIGED

- Railways of importance for international traffic with associated facilities and equipment
- Construction of an airport whose runway length is 2100 m and above
- Construction of highway
- Construction of state roads
- Construction of a road with four or more roadblocks or extension of an existing road with two or less traffic lanes in a road with four or more roadblocks if the length of the road or the extended road section is 10 km or more.
- Inland Water ports
- Inland waterways
- Sea ports open to public transport of special (international) economic interest to the Republic of Croatia and sea ports of special significance for the Republic of Croatia under a special regulation
- Golf courses and associated facilities
- Urban Development Projects, including sports and recreational centers of 10 ha or more

LIST OF PROJECTS FOR WHICH THE ENVIRONMENTAL IMPACT ASSESSMENT IS AUTHORIZED BY A RELATED MINISTRY

- Airfields and airports
- Sea ports with more than 100 berths

LIST OF PROJECTS FOR WHICH ENVIRONMENTAL IMPACT ASSESSMENT IS AUTHORIZED BY A COUNTY, AND/OR CITY OF ZAGREB

- All interventions involving the seabed, deepening and drying of the seabed and construction of sea structures of 50 m and more
- Tourist zones of 15 ha and above the boundaries of the construction area of the settlement
- Ski slopes, lifts and cableways and similar constructions with supporting structures of 1 hectare and larger
- Theme parks of 5 ha and above

Source: Regulation on the Environmental Impact Assessment (Official gazette 61/2014)

Box 21: Tourism related projects for which EIA is required in the Republic of Croatia

It is important to stress that there are also a number of limitations to EIA efficiency. Some of those limitations are (UNEP, 2004):

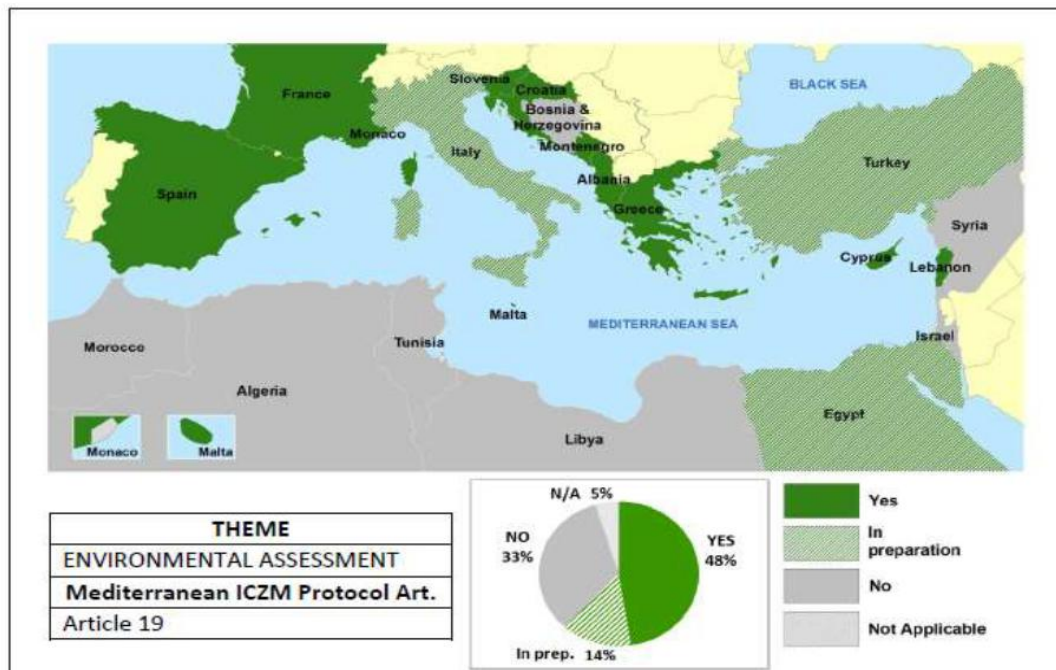
- non-inclusion of small-scale projects in most EIA systems although their cumulative impacts may be significant over time;
- insufficient integration of EIA results with some major decisions being made even before EIAs are completed;
- lack of consistency in selection of developments requiring specific EIA studies;
- weak procedures for obtaining early agreement on the scope of EIA studies;

¹⁶ According to Tourism Satellite Methodology tourism is comprised directly of the following activities; accommodation, catering, sea, road, air and railway transport, transport equipment services, car rentals, travel agencies and other reservation systems, cultural services and sport and recreation services (UN, EUROSTAT; UNWTO; OECD, (2010) Tourism Satellite Account: Recommended Methodological Framework 2008), http://www.oecd.org/cfe/tourism/TSA_EN.pdf (retrieved 25 August 2017)

- production of EIA reports which are not easily understood by decision makers; and
- limited technical and managerial capacities in many countries to implement EIAs.

b) SEA

SEA is a more recent tool, which appeared in the late 1980s as it became obvious that the EIA procedures in many countries did not require the application of EIA to policies, programmes and plans, even though the implementation of such actions could have significant environmental consequences. SEA practice rapidly spread after the introduction of the European SEA Directive (2001/42/EC) in the European Union, and to a lesser extent outside of it. In the Mediterranean, there is a noticeable north-south divide in the response to this question (Fig. 8).



Source: PAP/RAC (2014)

Figure 8: SEA of plans and programmes affecting the coastal zone required

Though, a number of the non-EU states have implemented preliminary SEA legislation or other commitments such as the inclusion of SEA in the National Charter for Environment and Sustainable Development of Morocco. In Turkey - the use of SEA is already included in the Environmental Law, but has not yet been enacted.

SEA has been applied in tourism planning since the 1990s (D'Ieteren, 2008). SEA in the tourism sector is usually applied in three ways (Lemos et al, 2012):

- Coverage of tourism in spatial/land-use planning

Tourism is often planned and assessed in land-use/spatial planning at regional and local levels. In this context, tourism development is considered together with other economic activities. In Italy, Portugal and Spain, regional spatial plans to some extent present tourism development elements, considering their relevance to the national and regional economy.

- Tourism plans/programs for protected areas

Protected areas can be very attractive for tourism development. Sometimes, tourism may actually be one of the main economic justifications for these areas' protection. On the other side, tourism may also pose great risks. In this context, SEA can be used as a tool for identifying and evaluating development alternatives and providing evidence of environmental effects. Most of the examples of SEA in this context are to be found in Canada and in the USA.

- Tourism specific regional/local development plans and programs

Because tourism accounts for some substantial economic revenue and may result in significant negative or positive environmental and social impacts, some destinations choose to adopt specific tourism plans or programs in order to develop the sector in a more controlled/managed manner. Some of these initiatives may be related to investment strategies led by financial institutions, development agencies and national or supranational governments. In this context, SEA is important, as it can lead to more environmentally sustainable activities. The European Union is the world region with the largest number of tourism specific SEAs. These are concentrated in a few countries that make formal tourism plans, like Italy who had already realized 5 of such SEAs in 2012.

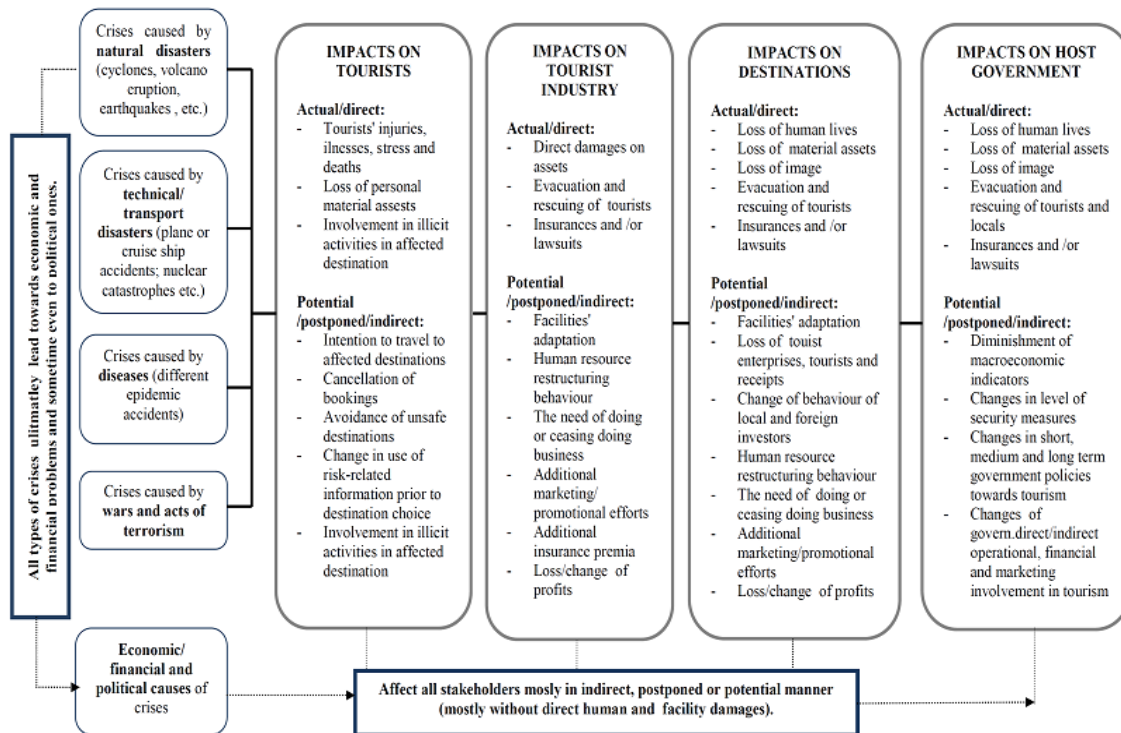
Even though SEA is frequently associated with different benefits in various sectors, its application in tourism planning is still in its initial stage, which makes it hard to draw conclusions on its efficiency.

Those instruments allow tourism planners and stakeholders to have a global perspective of the impacts of the potential developments. Though, when tourism planning is in question, another aspect should systematically be taken into account: the capability to respond quickly to natural disasters when they occur.

3.3. *Disaster management*

As stated in the ICZM Protocol, **the Parties shall take all necessary measures to address in timely manner the effects of disasters**. Besides, security is a basic component of tourist destination competitiveness. That is why destinations should be prepared to face four types of crisis: **ecological** (volcano eruptions, floods, hurricanes etc.), **political** (wars, terrorism, migrations), **biological/health** (diseases) and **economic** (strikes, crisis, bankruptcies, etc.). Regardless of which cause of crises destination is faced with, it produces a number of impacts out of which some are direct and immediate and some are indirect and postponed, as shown in the Figure 9.





Source: Petrić, L. (2013)

Figure 9: Impacts of crises

According to a number of authors (Faulkner, 2001; Glaesser, 2006; UNISDR, 2004; Quarantelli, 2006; cited in Petrić, 2013; 20), disaster is minor and less calamitous event than catastrophes, whose impacts are much harder and more comprehensive in both territorial aspects as well as in terms of the number of subjects included. Catastrophe and a crisis simultaneously occur, especially in tourism, where, for example, catastrophes that occur in the environmental sphere may trigger a crisis for the affected organization or a destination as a whole (Glaesser, 2006). However, despite language differences, term disaster is in the literature as equally used as the term crisis and catastrophe to denote a very dangerous situation caused by one or more exogenous causes.

Over the last decade a number of natural disasters severely affected tourist destinations. The most publicized examples of coastal disasters include the 2004 Indian Ocean tsunami (more than 200,000 victims) and Hurricane Katrina (Louisiana, USA, 2005, more than 1,500 victims). Coastal Mediterranean tourism destinations are increasingly threatened by the environmental disasters brought on by the quick onset of natural events induced by climate change such as floods, storm surges or landslides (Box 22). The predominant impact is on coastal communities and includes losses of properties, of infrastructures, and sometimes of lives. When disasters strike, rescue teams often have little time (barely 24 hours) to hope to find survivors. These hours that experts call "critical" correspond to the initial period during which reaction capacity is vital and preparation (or lack of preparation) can make all the difference.

A sustainable coastal tourism destination has to have the ability to adapt planning and management practices to the impacts of climate change and improve its readiness to effectively manage natural disasters.

On 3 October 2015, around 2 pm, the French coastal region of the Alpes-Maritime experienced heavy stormy precipitation, and a waterspout formed near the coast of La Ciotat. Around 8 pm, torrential rains occurred with very large cumulative events, extremely violent thunderstorms and exceptional floods. The floods lasted for three hours, creating torrents that flooded the houses in numerous houses in the coastal municipalities. The coastal rivers of the area, Siagne and Brague, as well as most of their tributaries, overflow very quickly and widely. The record of the disaster is extremely heavy, with 20 deaths and material damage amounting to nearly 600 million Euros¹⁷. Damages on the infrastructure included damages on the railways, on the telecommunications and on the sewerage and sewage systems.

An analysis of the meteorological situation and the hydrological episode was carried out by the University of Nice¹⁸. It concluded that the return of such events, linked to the extreme intensity of precipitation falling on saturated soils, and to the great vulnerability of a widely developed urbanization in a flood zone, is very likely to happen.

Box 22: Example of natural coastal disaster in a touristic area - the 2015's floodings on the Côte d'Azur

It is the responsibility of coastal tourist destination governments to promote effective disaster preparedness. Disaster management must be a systematic approach, encourage collaboration between public, private and community actors, and seek proactive responses to perceived threats.

UNEP (2008) proposes a methodology in 5 steps for hazard risk management:

(i) Identifying hazard risks

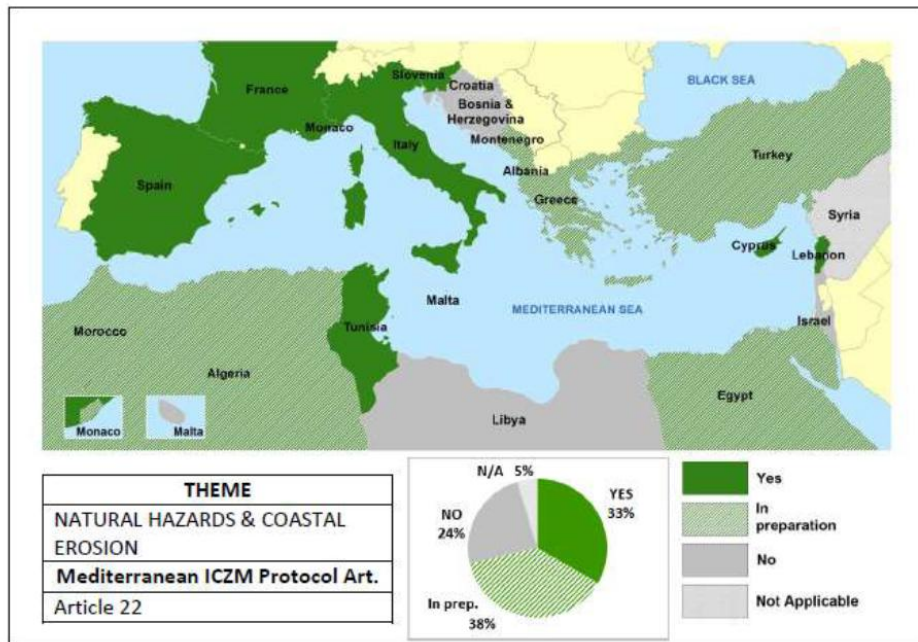
Identifying hazard risks is a first step in order to understand the full range of probable effects and consequences. According to the stocktaking realized in 2014, only 7 Mediterranean countries have specific vulnerability and hazard assessments for the coastal zones (Fig.10). In many cases, risk assessments are sectoral or single issue such as erosion or seismic risks. Others are limited to specific areas of the coast considered to be vulnerable from a particular risk (PAP/RAC, 2014).

Comprehensive climate change assessments for the coast exist in Spain and in Montenegro. Other assessments of flooding, erosion and instability have not fully incorporated the implications of climate change. A vulnerability study of Bosnia-Herzegovina was prepared in 2008, and mostly covers the spatial vulnerability of the coastal area. In Montenegro, the seismic vulnerability is assessed and included in all spatial plans. Climate change vulnerability has been systematically assessed into national strategies to implement the ICZM Protocol in the Mediterranean (PAP/RAC, 2014).

¹⁷ Préfet des Alpes-Maritimes, 2016, « Inondations des 3 et 4 octobre 2015 dans les Alpes-Maritimes, retour d'expérience, rapport final ».

¹⁸ Pierre Carrega, 2016, « Les inondations azuréennes du 3 octobre 2015: une catastrophe annoncée? Premières considérations ». Université Nice-Sophia Antipolis.





Source: PAP/RAC, 2014

Figure 10: Vulnerability and risk assessment of coastal zones

Yet, careful risk assessment is an essential component of sustainable tourism development. Where there is limited information about the possible impact of a development or action, the precautionary principle should be applied, meaning the measures to avoid damage before it occurs should be put in place, rather than trying to repair it afterwards (UNEP, 2005).

(ii) Assessing of the vulnerability of communities to risks

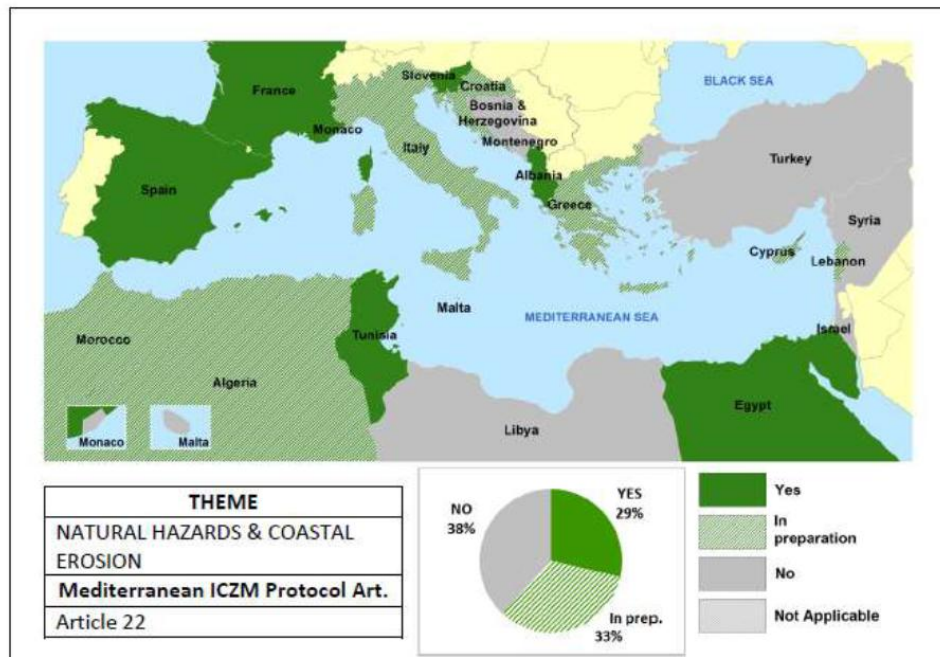
A community's vulnerability may be assessed in terms of its size, geographic location, economic status, level of organization, and available resources; infrastructure, and response capability, among other factors. Its vulnerability will therefore depend upon the level of exposure and its capacity to adapt, respond to or recover from the hazard.

The natural hazard sources to be considered are the following: volcanoes; rivers (potential sources of floods); slopes (landslides may occur); forest and vegetation (may ignite and cause a wildfire); sea shore (a tsunami could occur); earthquakes; and storms (UNEP and INERIS, 2008).

Disaster risk management aims at maintaining tourism destination integrity and resilience in face of more frequent natural disasters and their hazards. The objectives are to reduce risks, improve community preparedness and resilience, allow the destination to recover as fast as possible, and provide health, safety and security arrangements for both residents and visitors. Their impacts can be substantially reduced if communities are aware about possible hazards and participated in the elaboration of a risk management plan. Mainstreaming disaster risk reduction in a tourism destination means creating a pervasive culture of preparedness (UNEP, 2008)

(iii) Develop a contingency plan

In 2014, only six Mediterranean countries had carried out comprehensive analyses of the effects of natural disasters and national contingency plan for natural disasters (Fig.11). The type and range of national contingency plan for natural disasters, and the responsibility for implementing them varies widely from country to country. As with hazard assessments, they reflect locally perceived risk priorities - whether natural or anthropogenic.



Source: PAP/RAC, 2014

Figure 11: Prevention, mitigation and adaptation measures to address the effects of natural disasters, in particular of climate change and national contingency plan for natural disasters

(iv) Implement the plan

Implementation may be simulated to guaranty that the plan is workable during real disaster conditions. It is also important to document the lessons learned from the exercises in order to assemble a databank of learning, experience and information.

(v) Monitoring, evaluating, revising and updating the plan

The information assembled provides essential learning for revising and updating the plan, correcting any areas of weakness or ineffectiveness, reallocating resources.

A framework for disaster risk reduction is presented by Figure 12 that follows.

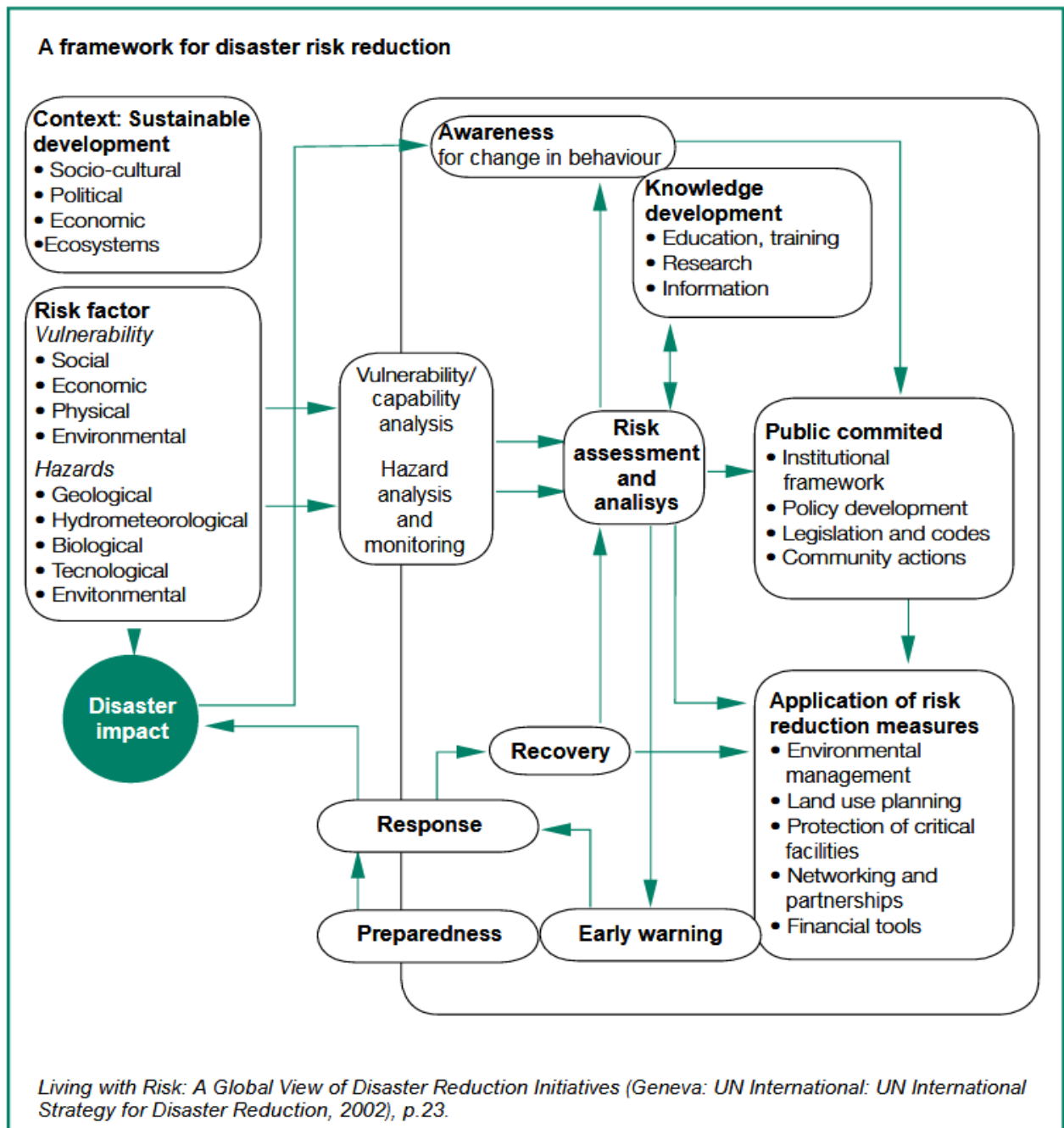


Figure 12: A framework for disaster risk reduction



4. A tourism socially responsible

Tourism has major impacts on the way of life of local coastal communities both positively, especially in terms of revenues, and negatively. Governance in sustainable tourism may help reducing the negative impacts, including on social sustainability.

4.1. Access to the shore

Freedom of access by the public to the sea and along the shore is a widespread principle, considered as a common basic right, as emphasizes the ICZM Protocol in its Article 8 (Box 23).

Article 8: Protection and sustainable use of the coastal zone

[...]

3. The Parties shall also endeavour to ensure that their national legal instruments include criteria for sustainable use of the coastal zone. Such criteria, taking into account specific local conditions, shall include, inter alia, the following: [...]

(d) providing for freedom of access by the public to the sea and along the shore.

Box 23: Article 8 from the ICZM Protocol

The Protocol invites the States to recognize and provide freedom of access by the public to the sea and along the shore. This provision particularly implies: (i) taking this requirement into account in the localization of coastal activities, whether economic or recreational, and (ii) organizing this access, especially by instituting easements (Rochette et al. 2012).

It is a right protected by law in 17 countries of the 21 countries of the Mediterranean Basin (PAP/RAC, 2014). Access to the shore is related to the legal regime of the beaches, which are either the property of the state or the property of the local authorities. The general principle is free access to the beaches and to the shore. However, Malta, Monaco and Libya don't have such a legal foundation.

Key gaps are to be found in the Mediterranean in terms of enforcement of the laws, and in most of the cases that are related to tourism activities. In Italy or in France, practical access to the shore is made impossible by the density of private properties and hotels, which leads to privatization of the shore (PAP/RAC, 2000).

Some initiatives have recently been taken in order to address this issue. In France, the legal basis for regulating access to the shore is the "Loi du littoral" from 1986. In 2006, the Decree on beach concessions was developed to complement the "Loi du littoral" (Coastal Law) and to regulate the balance between coastal protection and recreation. One of its main objectives is to guarantee the free access to the beach. The Decree sets a strict framework for the exploitation of economic activities which strongly recalls the precarious nature of the occupation of the maritime public domain. Some of his key measures are presented in the Box 24.

The Decree 2006-608 of 26 May 2006 on beach concessions established new rules allowing the State to grant beach concessions on the public maritime domain. It was initiated by the Ministry of Ecology, Sustainable Development and Energy. This decree was very much awaited from the legal point of view, since beach concessions were previously awarded by circulars.

Municipalities have priority to obtain the concessions opened by the State, which they can then rent to private actors.



The Decree sets a number of rules which must respect: on the one hand, 80% of the surface of each natural beach must remain uninstalled (50% for artificial beaches). On the other hand, there is an obligation for the concessionaires to dismantle their installations outside a period of exploitation which cannot exceed six months per year.

The new installations must therefore be demountable or transportable and existing "hard" constructions must be demolished. In order to take account of periods of beach use, the possibility of extending the period of operation to an eight-month period was introduced for classified stations. This extension is made on the basis of a deliberate decision of the municipal council concerned.

In addition, to take into account municipalities experiencing tourist visits outside the bathing season, the decree institutes the possibility of maintaining the beach facilities year-round. Up to now, this exception to the annual dismantling rule is limited to classified stations, having a tourist office that has been rated four stars for more than two years and justifying the opening, on average, of more than 200 guest rooms in rated hotels in between the 1st of December and the 31 March.

Source: Ministry of Economy and Finances of the Republic of France¹⁹

Box 24: French example of legislation aiming at guarantying the access to the shore



Experiences from Co-Evolve project partners

All the pilot area partners do have one or more law (s) insuring the access to the shore at the national level, and its implementation has been assessed as satisfactory in 4 cases out of 5. Remaining challenges for a good implementation were pointed out by Fundación Valenciaport and by the Region of Macedonia and Thrace. Those challenges include:

- In non-urban areas which sometimes remain out of the intervention priorities despite being sometimes of great interest, the lack of infrastructure can result in higher environmental impact on the coast (for example where no parking is provided cars may park in fragile areas);
- In Greece, a lack of vertical integration regarding this precise issue has been reported, the national level being often unaware of the issues related to law implementation at the sub-national and local level;
- In Spain, ports do not fall under the scope of the Coastal Law but are governed by specific legislation.

4.2. Codes of good practise

Codes of good practice are written statements that set out clearly the actions that are or are not appropriate or acceptable in particular circumstances. According to Article 9 of the ICZM Protocol referring to economic activities, codes of good practices shall be promoted by the Parties among public authorities, economic actors and NGOs (Box 25).

¹⁹ <https://www.entreprises.gouv.fr/tourisme/concessions-plage-point-sur-la-reglementation> (accessed on the 27/07/2017)



Article 9: Economic activities

In conformity with the objectives and principles set forth in Articles 5 and 6 of this Protocol, and taking into account the relevant provisions of the Barcelona Convention and its Protocols, the Parties shall:

1. [...]

f) promote codes of good practice among public authorities, economic actors and non-governmental organizations

Box 25: Article 9 of the ICZM Protocol

They are in general established by international organizations, professionals, or associations, in order to set rules of ethics for tourism for its social, environmental and economic sustainability. Codes are usually conceived as short lists of “do’s” and “don’ts”, often written as a clear statement which stakeholders can sign up to more or less formally, undertaking to respect the rules they lay down. Codes of good practice are not binding instruments, and are used only voluntarily without any control by a third party. As such, they can be considered as one of the least restrictive tool for tourism professionals. Though, those codes offer good prospects for actors that are truly motivated to get involved in more sustainable tourism (Conservatoire des espaces naturels du Languedoc-Roussillon, 2008), as they set out clear expectations or requirements. It is worth mentioning that tourism went through a major shift from the time numerous codes and charters (Tourism Charter, Global Code of Ethics for Tourism, etc.) helped adapting the conclusions from Rio’s Earth Summit (1992) to tourism.

Codes of good conduct can be intended for tourists, host societies, tour operators, and more broadly for all tourism actors without distinction. Whether they aim at protecting local and global environment, sharing the incomes of tourism, or creating networks among tourism professionals, these instruments help raising the awareness of the actors and making it possible to find answers to certain problems previously ignored. Codes of conduct are one of the major tools for delivering messages prone to influence visitor flows and behaviours. (UNEP/MAP/Plan bleu, 2005). Governments may develop codes and guidelines themselves or may help other stakeholder groups to do so.

For the Mediterranean tourists, the World Wildlife Fund (WWF) produced a code of conduct in 2004. Each one of the 11 “rules” listed in the Box 26 is divided in a number of other, more specified rules/codes of behaviour (to be seen on the web site).

1. Support integration between environmental conservation and tourism development
2. Support the conservation of biodiversity
3. Use natural resources in a sustainable way
4. Minimise your environmental impact
5. Respect local cultures
6. Respect historic sites
7. Local communities should benefit from tourism
8. Choose a reputable tour operator involved in environmental protection with trained, professional staff
9. Make your trip an opportunity to learn about the Mediterranean
10. Comply with regulations
11. Specific measures for tourists

Source: <http://mediterranean.panda.org/?15871/Code-of-conduct-for-Mediterranean-tourists>

Box 26: WWF’s Code of Conduct for Mediterranean Tourists



Codes are particularly useful when regulations are difficult to disseminate and compliance cannot be controlled, and when they can be helpful to communicate positive actions to pursue, as well as negative actions to control (UNEP, WTO, 2005).

In the framework of coastal and marine tourism, codes proved to be very efficient when related to marine activities. In the Mediterranean, there are numerous examples of codes linked with scuba diving practice, cetacean watching or underwater fishing. Very often, these codes are both intended to ensure the safety of tourists and to preserve the environment. Codes of good practices are also often developed for regulating the behaviour of visitors in marine protected areas in the Mediterranean (MedPAN, 2015). According to the Bountiles observatory of the National parc of Port-Cros (France), the reconquest of the aquatic environments by emblematic species such as grouper was largely facilitated by sharing a code of good conduct (Guingand and Quintrie-Lamothe, 2012).

Codes of good practices are also particularly useful to present how tourism sector can have positive economic impacts on local economy, which is one of the main goals of sustainable tourism. An interesting example of such a document on a regional level is a code entitled “Making tourism count for the local economy in the Caribbean - Guidelines for good practice” (2006) – see Box 27. This document was jointly conceived by the Caribbean Tourism Organisation and Pro Poor Tourism (PPT) Partnership (UK), with the assistance of private tourism actors. The document is presenting, amongst other, ways to bring local producers into the supply chain and to build links with local farmers.

Making tourism count for the local economy in the Caribbean

Even though tourism is a major source of employment and a central part of the Caribbean economy, it has been recognized there was potential for tourism to contribute much more to the livelihoods of poor people, particularly in the areas around tourism resorts. That way, tourism companies could contribute to national economic goals without compromising their commercial interests. This would help the sector to enhance its own security and operating environment, and gain opportunities to upgrade the product and enhance the quality of tourist experience.

In order to do so, the Caribbean tourism organization (Barbados) produced, with the help of the PPT Partnership and the co-funding of the European Union, guidelines for good practice. This document outlines some of the benefits and challenges of local linkages, and then focuses on what to do. It provides tips on good practice mainly for hoteliers, but also for other private, governmental and non-governmental operators in tourism.

In 8 briefs, the document gives orientations:

- To build linkages with the local producers;
- To build links with local farmers;
- To employ local staff;
- To involve local people and products in tours, packages, and excursions;
- To encourage tourists to spend in the local economy;
- To build neighbourhood partnerships; and
- To manage internal change for developing local linkages.

Source: PPT Partnership and Tourism Organization of the Caribbean (2006)

Box 27: Putting together tourism actors and local producers at the local level

Also, as already mentioned there are industry-related codes of conduct which may be intended for all facets of the tourism industry (such as the APEC/PATA²⁰ Environmental Code for Sustainable Tourism), those that are sector- and those that are unique to a particular company, such as Amadeus reservation platform²¹ or TUI group, a global tourist enterprise.²² UN has also created global tourism codes of ethics and social responsibility.²³

Though it is often hard to evaluate their impacts, in many circumstances, it may be felt that such non-statutory statements are sufficient to bring about the required approaches, standards or changes in behaviour (UNEP, WTO, 2005).

Apart from above explained codes of conduct which are based on the good will of the tourism actors/visitors, there is a whole range of other instruments that may enhance more sustainable behaviour.

4.3. *Instruments and measures (tools) for sustainability enhancement*

Most negative impacts associated with tourism are related to the excessive number of visitors and/or inability and reluctance of the local governance to cope with the problems.

However, there is a whole range of instruments and tools countries and DMO has at their disposal to enhance sustainability. Some of them belong to so called hard and some to soft instruments/measures. Hard measures relate to rules and restrictions while soft measures relate to marketing/management, education, planning and coordination.

They are most usually grouped into:

- **Institutional** instruments /measures (hard measures which are most commonly defined by laws, rules or special institutional agreements);
- **Economic** instruments/measures (mixture of hard and soft measures);
- **Managerial** instruments /measures (mostly soft measures); and some also add
- **Technological** instruments /measures (mostly soft measures).

Except for some institutional and economic measures most of them are created and used at the lower territorial level of destinations (regional, local) and/or specific site such as historic centres or protected natural areas.

a) *Institutional instruments /measures (tools)*

➤ Zoning

Zoning is the process of dividing land in a municipality into zones in which certain land uses are permitted or prohibited. Zoning may include regulation of the kinds of activities which will be acceptable on particular lots (such as open

²⁰ Pacific Asia Travel Association

²¹ http://www.amadeus.com/web/amadeus/en-EG-EG/Amadeus-Home/Resources-and-downloads/Amadeus-corporate-documents/Amadeus-Code-of-professional-Behaviour/1259073312486-Page-AMAD_DetailPpal?assetid=1319628356196&assettype=AmadeusDocument_C&parent=1319609444886; retrieved September 4, 2017

²² http://www.tuitravelplc.com/sites/default/files/attachments/Code_of_Conduct_0.pdf, retrieved September 4, 2017

²³ <http://ethics.unwto.org/content/global-code-ethics-tourism> (retrieved September 9, 2017)

space, residential, agricultural, commercial or industrial), the densities at which those activities can be performed (from low-density housing such as single family homes to high-density such as high-rise apartment buildings), the height of buildings, the amount of space structures may occupy, the location of a building on the lot (setbacks), the proportions of the types of space on a lot, such as how much landscaped space, impervious surface, traffic lanes, and whether or not parking is provided. Zoning may be also used in the protected areas for the purpose of regulating which type of activities may be run in each type of a zone (Box 28).

The major zones are:

- Zone of General Use - commercial and recreational fishing is permitted;
- Zone of Habitat Protection - (scientific, educational and recreational use permitted);
- Zone of Conservation Park - (scientific use only with the special permissions);
- Zone of Marine National Park - (no activity permitted);
- Other zones include Preservation, Scientific Research, Buffer and Commonwealth Island Zones, which make up less than five per cent of the Marine Park.

As an illustration it can be seen what activities are allowed in the General Use Zone.

General Use (Light Blue) Zone

The objective of the General Use (Light Blue) Zone is to provide opportunities for reasonable use of the Great Barrier Reef Marine Park, while still allowing for the conservation of these areas.

Aquaculture	Permit
Bait netting	Yes
Boating, diving, photography	Yes
Crabbing (trapping)	Yes
Harvest fishing for aquarium fish, coral and beachworm	Permit
Harvest fishing for sea cucumber, trochus, tropical rock lobster	Permit
Limited collecting	Yes
Limited impact research	Yes
Limited spearfishing (snorkel only)	Yes
Line fishing	Yes
Netting (other than bait netting)	Yes
Research (other than limited impact)	Permit
Shipping (other than a designated shipping area)	Yes
Tourism program	Permit
Traditional use of marine resources	Permit (or TUMRA)
Trawling	Yes
Trolling	Yes

Source: http://www.gbrmpa.gov.au/corp_site/management/zoning/zoning_maps.html

Box 28: Zoning in the Great Barrier Reef Marine Park- Australia

➤ Limitations of free access

Many historic cities in the Mediterranean (and other) countries have serious problems with tourist crowds. Therefore, they had to restrict approach to the historic centres in different ways, such as by:

- prohibition of traffic access each day in certain period of time (for example from 11:00 to 16:00 hours and from 19:00 to 06:00 hours):
- by introducing *park – and – ride schemes* (i.e. parking lots that allow commuters and other people heading to city centres to leave their vehicles and transfer to a bus, rail system (rapid transit, light rail, or commuter rail), or carpool for the remainder of the journey (many cities have introduced such traffic regulations, such as Krakow, Bruges, Oxford, Salzburg, etc.)

➤ **Limitations of performance of specific activities** (*camping, paragliding, etc.*)

This kind of instrument may limit or forbid certain activities completely or in a specific time of the year when, for instance, some animal or bird species are mating or if an area is on the birds' route when flying toward south. Also, the periodic closure of camping sites and sections of beach may facilitate natural recovery.

➤ **Quota introduction**

Quotas entail formal restrictions on rates of visitation increase or in the number of visitors allowed into a certain area, over a specified period of time (e.g. annual, monthly, seasonal, daily, etc.) and are subject to change. Thus the Galapagos National Park has changed the number of annual visitors for several times since 1973 when only 12.000 visitors per year were allowed; in 1981 it was 25.000 visitors and at the beginning of the 1990 50.000 visitors. Quotas are always used to reinforce zoning system (Weaver, 2006, 175).

➤ **Group size limitations**

Limitations on group size can be regarded as micro-scale quotas imposed within specific attractions or sites. For example in the queen Nefertari's tomb (Luxor, Egypt), daily number of visitors mustn't be over 150, as a research has proved that a group of 125 visitors during an hour of visit produces the same impact on the tomb's walls as if someone had thrown 3 gallons of water over them. Hence groups are allowed to be in a tomb for not more than 16 min. (Ibidem, 176)

➤ **Infrastructure (and /or service) limitations**

One of the consequences of the mass tourism is building of heavy tourism infrastructure with hardly any care for the carrying capacities of a destination. However destination authorities may pose some limitations to it aiming at reducing the number of visitors and making tourism in a destination more sustainable. As an example, the case of Bermuda may be mentioned as their authorities have limited the number of available tourist beds to 10.000. (Ibidem, 177)

➤ **Environmental certification and labelling process**

The label corresponds to a sign, official or not, intended to provide a guarantee to the user, and to which it is supposed to attach a reference (standard, charter commitment, certification, etc.). It can be used by public or private institutions provided that it brings real added value, it does not mislead the consumer, its characteristics are determined collectively by an officially recognized structure, and it is controlled by an independent certifying body (Conservatoire des espaces naturels du Languedoc Roussillon, 2008) – see Figure 13.



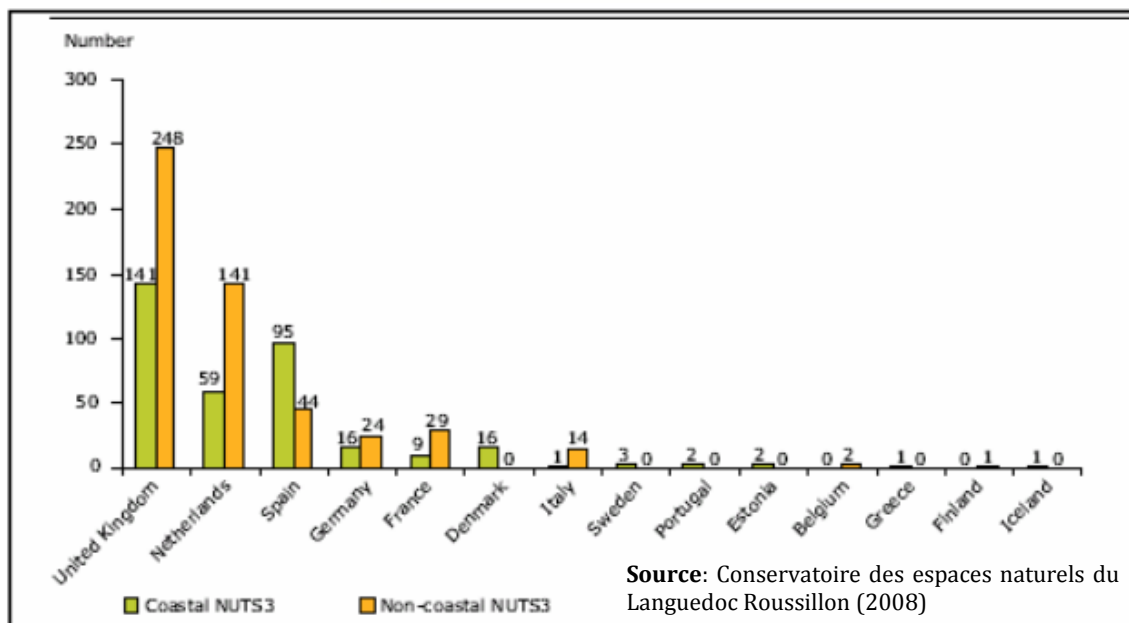


Figure 13: Eco-labels in tourism accommodation in EU countries

There are a multitude of labels, which can be classified into four groups:

- *Official labels*: systems for the recognition of the environmental quality of products, managed by public authorities. Controls are carried out by external, independent and generally accredited bodies, thus guaranteeing the reliability and quality of controls. These are voluntary systems: only producers who wish to do so submit products for labelling.
- *Collective private labels*: labels of environmental quality initiated by an industrial sector, a professional body, an association, considered independent of the manufacturer. Controls are carried out by external, independent and generally accredited bodies. They are also voluntary systems, where labelling of the product is the result of the wishes of the producers alone.
- *Private individual labels not controlled*: eco-quality labels created by a manufacturer or distributor. They are solely responsible, that is to say, there is no external and independent control.
- *Individual controlled labels*: eco-quality labels created by a manufacturer or distributor. They are controlled by an external and independent body, generally accredited.

Environmental certification of tourism services began in Europe with the Blue Flag Campaign for beaches in Denmark, in 1987 (now worldwide). The following year Austria established the "Silberdistel" label for lodgings and restaurants in Kleinwalsertal. In the decade between the Earth Summit in 1992 and the International Year of Ecotourism in 2002, more than 60 environmental tourism certification programs were developed, according to an ECOTRANS study commissioned by the World Tourism Organization (UN-WTO). Most were based in Europe, few took socio-cultural factors into account, and all were voluntary. Only three of the programs in the study certified ecotourism. The vast majority of the programs evaluated lodging only, although some programs certified all sectors and aspects of tourism. By 2007, as many as 80 programs exist or are under development, although many smaller programs have ceased to certify new businesses. The World Tourism Organization, in a study published in 2002, identified over 60 sustainable and ecotourism certification programs around the world. Today it is estimated that there are more than 150 labels for sustainable tourism worldwide. A few programs operate worldwide, some are regional, and most are national or local. A number of



studies have compared certification programs, in order to determine how they differ and where they can be improved (Box 29).

Worldwide

- The DestiNet Portal for Sustainable Tourism information describes and offers links to the websites of over 60 ecolabels for sustainable tourism worldwide, as well as awards for excellent sustainability, environmental, or social performance or innovation; and quality schemes including environmental and other sustainability requirements. http://destinet.ewindows.eu.org/policies_resources/fol954381/fol703514
- Green Globe 21 (GG21) is an international standard applicable to tourism businesses, activities, and destinations worldwide. Its programs include benchmarking followed by certification. www.greenglobe.org
- International Ecotourism Standard (IES) is a Green Globe 21 program for certifying ecotourism activities worldwide. www.greenglobe.org/page.aspx?page_id=104
- Blue Flag "is an exclusive eco-label awarded to over 3200 beaches and marinas in 36 countries across Europe, South Africa, Morocco, New Zealand, Canada and the Caribbean in 2006." www.blueflag.org

In Europe

- The DestiNet Portal (described above) has links to over 50 European certification and award programs.
- The VISIT Association (Voluntary Initiatives for Sustainability in Tourism) consists of seven ecolabels (based in the Netherlands, Italy, Denmark, Latvia, United Kingdom, Switzerland and Luxembourg) that together represent over 2,000 participating tourism enterprises. www.visit21.net/VISIT_Ecolabels_LinksToEcolabels.html European Union Eco-label (European Flower) certifies Tourist Accommodation Services and Camping sites throughout the European Union, as well as other countries in Europe. The website has useful information for interested businesses, including a self-check instrument. http://ec.europa.eu/environment/ecolabel/index_en.htm

Source: A simple user's guide to certification for sustainable tourism and ecotourism 3rd edition, Centre for Ecotourism and Sustainable development; URL: http://www.responsibletravel.org/docs/Ecotourism_Handbook_I.pdf

Box 29: Where to find certification programs for tourism

On the international level, some of the most popular labels for sustainable tourism are the Green Globe, the Blue Flag and the European Eco-label.

The European eco-label

Established in 1992, it is currently the only eco-label for all member countries of the European Union. It concerns products and services and is based on a multi-criteria approach. It is issued by certifying bodies recognized by the European Union.

The objectives of the European eco-label are:

- to distinguish products whose environmental impact is reduced by promoting the design, production, marketing and use of products with a lower impact on the environment throughout their life cycle,
- to encourage manufacturers to improve the environmental quality of their products,
- To contribute to the behaviour of "eco-responsible" consumers by providing better information on the environmental impact of products.

- Criteria for labelling: the product / service must comply with ecological criteria and aptitude for use presented in a "Specification". The criteria defined in this "Specification" are the result of negotiations between representatives of manufacturers, consumer and environmental associations, distributors and public authorities.

For tourist accommodation and campsites, 37 mandatory criteria must be met. They cover: energy savings; water savings; waste reduction; general management; use of environmental friendly detergents; environmental management.

Labelling costs: For tourist accommodation, the costs are as 300 € administration fee; € 850 per audit day; and 0.075% on the annual volume of sales. For a medium size hotel, the label will cost about 1,500 € per year.

Source: Conservatoire des espaces naturels du Languedoc Roussillon (2008)

Box 30: The European eco-label

b) Economic, financial and/or fiscal instruments/measures (tools)

Even though not directly referring to coastal tourism, the ICZM Protocol calls in its article 21 **for the use of economic, financial and fiscal instruments in order to support local, regional and national initiatives for the integrated management of the coastal zone**. In the same spirit, Lanzarote Charter for sustainable development (1995) states that "Governments and multilateral organizations are called upon to abandon subsidies that have negative effects on the environment, and they are furthermore called upon to explore the application of internationally harmonized economic instruments to ensure the sustainable use of all resources".

An economic instrument is a measure that uses the price system and market forces to achieve an objective given. Instruments can be described as economic when they affect the estimation of costs and benefits opportunities for economic agents. The use of economic instruments with a view to protecting the environment and sustainable development therefore means increasing the costs of activities with negative impacts on the environment, or to reduce the costs of activities beneficial to the environment. Individual and business decision-making are thus focused on environmental objectives through activity prices. It is recognized that economic instruments can have an impact on changing both consumers and industries behaviour, and can also be a source of income to support actions linked with sustainability.

In the following text examples of economic instruments imposed at different levels are presented:

➤ Charges and taxes

The distinction between charges and taxes is not always clear and they are occasionally considered together, suggesting that they have similar characteristics. Charges can be applied to emissions of pollutant, supply of products or services and consumer's use of environmental facilities and so are relevant to both the supply and demand side of tourism.

Product charges may be applied to goods and services that create pollution or otherwise cause environmental damage through their manufacture, consumption or disposal as the use of carbon taxes on certain fuel. These are usually intended to modify the relative prices of the products (and thus reduce consumption and/or discourage non-compliance) or to finance collection and treatment systems.

Unlike charges which are levied to deter specific activities or the use of environmentally harmful products, **taxes** are conceived as meeting identified levels of consumption or production, especially in relation to maximizing net social benefits or minimizing net social costs by attaining an economic optimum (Sinclair and Stabler, 1997; 202). They are commonly used to regulate demand, or to encourage and discourage particular forms or levels of production, consumption and investment (such as by the use of progressive or differential tax rates, or via selectively-applied tax credits).

Poland offers an interesting example of tax exemption for development of rural tourism (Box 31).

Income tax exemption for renting guest rooms in rural areas in Poland

From 1995, Polish people are exempted from income tax when renting guest rooms to persons for leisure purposes in dwelling houses located in rural areas, in agricultural holdings, and including income from the provision of board to such persons.

This provision indicates that in order to take the advantage of the exemption, it is necessary to meet jointly the following conditions:

- the provided services are related to room rental;
- the rental is made by the persons that run the agricultural holding;
- the buildings in which the rooms are rented have to be located within rural areas in an agricultural holding and they have to be dwelling building;
- a person that rents a room spends leisure time there;
- there are no more than 5 rooms.

If one of these conditions is not met, it is necessary to settle one taxes' income according to the commonly prevailing rules.

Provided that all above-mentioned conditions met, a person that runs an agricultural holding is not obliged to report to tax offices that they rent rooms and is not obliged to register and income obtained on that account or to submit such information to tax officers.

Source: OECD, 2014

Box 31: Tax exemption for rural tourism development in Poland

Deposit and refund schemes might be considered as a variant of charges instruments, but increasingly they are being perceived as separate because they concern the conservation of material resources through recycling as opposed to environmental quality. For example, the hospitality sector purchases many commodities that are supplied in packaging and/or containers. To encourage and fund recycling of these, a number of countries have initiated deposit-refund schemes for metal and plastic beverage containers.

Although taxes and charges, deposits and refunds as well as regulations are the most appropriate instruments for dealing with the environmental problems in tourism, the issue of jet aircraft emissions or cruise ship industry emissions which may obviously be easily identified, has not been yet solved by any of the currently advocated instruments. Namely, because of the global nature of their operations, pollutions they generate spread globally. That is why it's not expected that countries should easily make a proper agreement on how to cope with the problem, i.e. how to internalize the external costs these industries produce.

➤ Eco-tourist taxes

An Eco-tax (short for ecological taxation) is a tax levied on activities (such as tourism) from the national government level, which are considered to be harmful to the environment and is intended to promote environmentally friendly activities via economic incentives. Although eco taxes are to be collected from tourist enterprises/suppliers, they are ultimately imposed to tourists. There is a number of countries/destinations which are fighting against huge number of tourists by introducing, among other measures, eco taxes, as for example in Balearic islands²⁴ and Malta (presented in the Box 32 below).

From June 2016 Government of Malta has introduced an Environmental Contribution on stays at all types of accommodation. The main objective of this Environmental Contribution is to improve quality along the tourism value chain. In fact, all revenue generated from this initiative will be directed solely and exclusively to upgrade and embellish the local infrastructure in touristic areas around the Maltese Islands.

The contribution is payable by all tourists who are 18 years or older on the day of arrival. It amounts to €0.50c per person for each night spent on the Maltese Islands at any type of accommodation including hotels, guesthouses, hostels, resorts, apartments, farmhouses, timeshare and host families, amongst others.

The contribution is capped at a maximum of €5 for each continuous stay. This applies also to twin-centre stays in Malta and Gozo. Responsibility for collecting the contribution from guests and passing it on to the Value Added Tax Department will be vested with accommodation services providers, i.e. the licensee or delegated third party operator.

Any person or entity that provides tourist accommodation on a commercial basis will be obliged to collect the contribution and pass it on to Government.

All accommodation service providers will be expected to maintain information on the number of guests staying in each room for each stay as well as the ages of their guests. This information will enable the calculation of the charge as well as the audit trail.

Source: <http://www.mta.com.mt/environmentalcontribution>

Box 32: Eco – tourist tax on Malta

²⁴ <https://www.spain-holiday.com/rentalbuzz/the-new-balearics-eco-tourism-tax-explained> (retrieved September 2, 2017)

➤ Environmental Management Charge

Environmental Management Charge is a local level charge associated with most commercial activities, including tourism operations, non-tourist charter operations, and facilities, operated under a permit issued by the authority managing area/destination, such as in Australian Great Marine Barrier Reef.²⁵

Environmental Management Charge may also appear as user or entrance fee. It may be an object of different policies but also of manipulations as in Costa Rican national park system where the authorities raised it from 1,25\$ per entry to 15\$ in 1994 but again lowered to about 6\$ in 1996 in response to opposition from inbound tour operators. By introducing such tools authorities aim to make a destination unattractive to mass tourism visitors due to high prices and in this way they foster elitist forms of tourism (Mowforth and Munt, 1998, cited in Weaver, 2006, 176).

User fees may also be associated with the generation of waste and pollution. Examples include pollution or emissions charges (payments based on the quantity, quality and type of pollutant or waste generated) and waste management fees (flat-rate or per-unit service charges for the collection and clean-up of solid and liquid wastes) which once introduced are usually imposed to all the subjects regardless the sector they are participating.

Non-compliance fees can be imposed on polluters who do not comply with environmental or natural resources management requirements and regulations.

➤ Subsidies

They may be offered in a number of ways to encourage producers, consumers and investors to favour particular products, engage in particular activities or adopt particular practices or technologies which benefit the environment (or reduce environmental risk and damage). Price-based subsidies involve the government intervening to stabilize market prices or maintain them at a particular level, or even paying producers directly for generating a particular product or service. Payment-based subsidies include the transfer of public funds to the individual or company via such mechanisms as soft loans, direct funding, or provision of hard currency at below market rates. Financing-based subsidies include measures such as soft loans, revolving funds, sectoral funds, green funds, preferential interest rates or loan guarantees. Risk-based subsidies include subsidized insurance or reinsurance, liability caps, public sector indemnification or government guarantees.

Croatian tourist enterprises have been subsidized by the national and sometimes even regional /county governments in a number of ways due to the fact that tourism is a major economic activity in the country. Thus Ministry of tourism subsidized loans for accommodation enhancement as well as development of tourism on rural households (sometimes together with the Ministry of agriculture or Ministry of regional development). Also it has subsidized some other programmes aimed at rural tourist offer enhancement, such as *production of autochthonous Croatian souvenir, building of the pools in rural accommodation facilities* and, together with the regional governments' programme of *tourist trails promotion*.

²⁵ <http://www.gbrmpa.gov.au/zoning-permits-and-plans/environmental-management-charge/what-are-the-charges>, retrieved September 3, 2017

➤ Grants & funds

Various types of grant and fund mechanisms can be used to administer financing for sustainable tourism. These may operate within government, the private sector, civil society or (most commonly) for a combination of sources and targets. Most funds either invest the capital and allocate the interest earned (endowment funds), draw down funds over a specified time period (sinking funds), act as a replenishable credit fund (revolving funds), or operate as a combination of the above.

EU provides direct funding for tourism projects through grants or indirect funding via financial intermediaries. In 2014, EU provided a very handy manual for its members entitled a “Guide in EU funding for the tourism sector”. This guide presents 12 EU programmes for the tourism sector, and gives information on practical questions like the type of tourism/related actions eligible for funding; the type and the level of funding; who can apply and how to apply. Numerous tourism related actions eligible for funding can be directly linked with improving the sustainability of the destinations. The manual is available on the link <http://www.mint.hr/UserDocsImages/EC-Guide-EU-funding-for-tourism-Oct-2014.pdf>.

The European Regional Development Fund is one of the programmes, which aims to strengthen economic and social cohesion in the European Union by correcting imbalances between its regions. It may provide essential support to improve the competitiveness and quality of tourism at regional and local levels, notably in areas in (industrial/rural) decline or those undergoing urban regeneration.

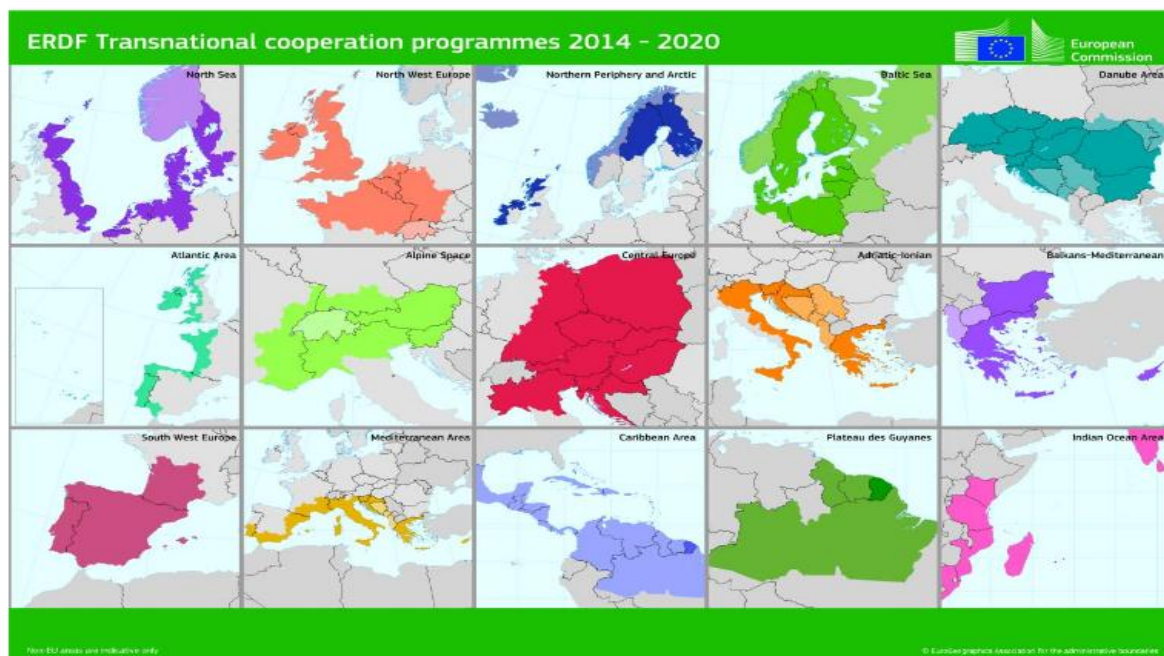


Figure 14: European transnational cooperation programmes 2014-2020

Source: European Commission, 2014

These programs may support for example:

- the development of innovative tourism services, in particular in less favoured and peripheral regions with underdeveloped industrial structures and strongly dependent on tourism (new business models, exploitation of new ideas, ...);
- the development of high value added products and services in niche markets (health tourism, tourism for seniors, cultural and ecotourism, gastronomy tourism, sports tourism, etc.) by mobilising specific local resources and therefore contributing to smart regional specialization;
- clustering activities among different tourism industries as well as with creative industries, to diversify regional tourism products and extend the tourism season (e.g. in the nautical and boating tourism industry, as well as for the cruise industry);
- activities connecting the coastal regions to the hinterland for more integrated regional development;
- measures to improve energy efficiency and renewable energy use among tourism SMEs;
- small-scale cultural and sustainable tourism infrastructure.

Idea & Concept

SLOWTOURISM is a regional cooperation project which aimed at linking Italian and Slovenian tourist areas by the Adriatic through the philosophy of slow tourism, with a special focus on sustainability, responsibility and eco-friendly concepts. The project developed a common market strategy and targeted tour operators, tourism associations and businesses, and local governments. It developed new holiday options for local tourists as well as the international market, in particular China and Japan (increasing demand for environmental and nature-related tourist destinations). The network involved more than 100 operators for each 'slow' route/destination, whilst tourism organisations and associations ensured the continuity, promotion and marketing of the 'slow' products and packages during and after the end of the project.

The local population would benefit from the development of tourism-related products offering new employment opportunities and increased revenues from tourists. Economic revenues from rural and ecological tourism were also expected to grow by 5 %, as were the number of tourism packages on the Italian and Slovenian slow tourism routes. The project focused on the sustainability of slow tourism in the region through involvement of schools in order to help to spread the 'slow' philosophy to the next generation and highlighted the importance of environmental protection of the natural resources that characterise the region.

Implementation period: May 2010 – June 2014

Total project costs EUR 3 650 982

EU contribution EUR 3 103 334

Level of EU funding 85%

Source: http://ec.europa.eu/regional_policy/en/projects/italy/developing-slowtourism-between-italy-and-slovenia

Box 33: Example of a selected project: Fostering slow tourism in the upper Adriatic (Italy and Slovenia)

➤ **Price limitations**



This kind of (unpopular) economic tool, mostly used at the local level is aimed at temporal and spatial demand redistribution. For that purpose local authorities may impose higher prices of communal services such as public parking facilities if they wish to reduce the number of daily visitors (there are lots of such examples, for example in most of the municipalities on Makarska Riviera, famous Croatian tourist resorts which have introduced very expensive daily parking prices trying to reduce the number of daily excursionists who were coming to local beaches from the neighbouring Bosnia and Herzegovina as well as from other coastal cities.)

➤ **Visitor payback**

Visitor Payback is the process of asking visitors to a destination to voluntarily support management and conservation of the area, by donating a “nominal” sum towards its upkeep.

➤ **Government incentives on green investment and capital facilities**

There are projects such as Hotel Energy Solutions, TourBench and SUTOUR, which are conceived to provide assistance to Europe’s tourism enterprises to identify potential investments and cost saving opportunities for sustainable decision making to ensure profitability and competitiveness (saving money and investment in ecological building measures and equipment with low energy consumption), provide visitor satisfaction (fulfilling their demands and expectations for high environmental quality), achieve efficient use of resources (minimizing the consumption of water and non-renewable energy sources), secure a clean environment (minimizing the production of CO2 and reducing waste), and protect biological diversity (minimizing the usage of chemical substances and dangerous waste products). The increased use of such industry-oriented decision support tools can help speed the adoption of green practices.

Tourism investments from the government should focus on business motivations for sustainable management as key targets. Incentives should be consistent with both environmental protection and value added creation. Market trends and competitive advantages need to be mutually reinforced. In this regard, policy coherence is a necessary condition. From a national perspective, environmental policy should address market failures (externalities) in a consistent manner, avoiding the creation of additional distortions through government interventions. Social policy should address compensation and benefits to workers, access to improved opportunities, human resource development, and value chain integration strategies. In the case of sustainable tourism policies, more coherence in terms of targets (location investments, development of specific areas for destination, national and local infrastructure investments), management (institutional coordination, impact analysis studies) and incentives (effectiveness, cost benefit, and adequacy) is required to maintain sound competitive advantages (UNEP-UNWTO, 2012).

Among the relatively small number of incentive programmes that specifically target tourism industry is the Barbados Tourism Development Act of 2002 which, among other sustainability related measures, allows hotel operators to claim a 150 per cent tax deduction on expenses resulting from the pursuit of Green Globe 21 certification (Weaver, 2006, 170).

c) Managerial instruments/ measures (tools)



➤ **Market control**

Market control by the means of reservation techniques may be used by the local DMO and tourism enterprises as a mighty tool serving for spatial and temporal redistribution of demand. For example in the Croatian city of Dubrovnik local DMO and Port Authorities have arranged with cruise ship companies weekly schedule of their arrivals aiming to reduce the number of cruise ship passengers (day visitors) in the city per day. Such practice has recently been introduced on many locations all around Europe, such as on historic sites and natural parks. Many cities have also introduced so called “city cards” by which a visitor who spend at least one night may get price reduction for visiting different attractions, restaurants and other amenities (Venice card, Split card, Zagreb card...). By this instrument the number of daily visitors is reduced and spending in a destination increased.

➤ **Target marketing**

A target market is the attempt to attract specified market segments that are believed to provide particular advantages for a product or destination. Related to sustainability there is a growing number of destinations aiming to attract ecologically conscious tourists. A number of destinations such as Bermuda, try to cultivate upscale tourism by attracting smaller number of well-educated and high spending tourists.

➤ **Demarketing**

Demarketing is a little known concept which aims at dissuading customers from consuming or buying some things either because it is harmful or simply because the demand is more than the supply, especially in case of tourist demand. This could be on a temporary or permanent basis. Recently, there are more and more attempts by local governments (such as in Novalja, on Croatian island of Pag, or in the city (island) of Hvar) to discourage arrival of so called “pub-and-crawl” young tourists whose wild and uncontrolled behaviour disturbs not only local community but other guests as well. Also, such a type of tourism often produces lots of environmental damages (noise and light pollution, crowds, litter, etc.). To that end, a whole range of very strict rules of conduct and fines have been introduced.

a) Technological tools

As about technological tools, they may be considered as an auxiliary tool which serves in applying many of the instruments explained before. One of such is Geographic Information Systems (GIS) which integrates hardware, software, and data for capturing, managing, analysing, and displaying all forms of geographically referenced information.

GIS allows us to view, understand, question, interpret, and visualize data in many ways that reveal relationships, patterns, and trends in the form of maps, globes, reports, and charts. It is a very useful tool in the planning process especially in spatial planning as well as in many other operational plans.

Conclusion and recommendations

As shown throughout the report, the ICZM Protocol may be of precious help to improve governance in sustainable tourism as it provides a strong legal basis for a sound decision making. The articles of the ICZM Protocol may sometimes be used as such, when providing direct orientations for improving governance of tourism, but they can also be used as an orientation to follow in order to take decisions in the spirit of this legal instrument.

In order to make this report more pragmatic, the following list of recommendations²⁶ is given in order to help improving governance system in the Mediterranean countries eventually ending up with coastal tourism destinations' sustainability enhancement. These recommendations are divided in two groups: the first group concerns the national level, and includes measures that are directly based on the articles of the ICZM Protocol. Besides having direct positive impacts on coastal tourism sustainability, following these recommendations can help creating an enabling environment for taking measures at the destination level. The second group of measures is meant to be implemented at the destination level. These measures are not always directly linked to the articles of the ICZM Protocol, but remain in its spirit. The second list is larger than the first one because tourism development occurs at destination level, and tourism governance starts from it.

Recommendations at the national level

1. There is an urgent need to make national laws related to tourism, environmental protection, planning and many other sectoral laws dealing with management of different assets (such as water, soil, woods, heritage, etc.) compliant not only horizontally but also with all the relevant EU declarations, charters and protocols such as the ICZM Protocol;
2. Both horizontal and vertical coordination mechanisms in the Mediterranean countries should become more functional;
3. National level governments should:
 - 3.1. protect more efficiently public goods used in tourism industry (more rigorous penalties to those who act improperly, as well as more supports to those who adopt and promote good practices, more efficient monitoring, etc.) ;
 - 3.2. make public goods management more transparent and participative ;
 - 3.3. protect the right of public to have free access to open spaces, beaches and other alike goods ;
 - 3.4. ensure that SEA and EIA are properly applied wherever needed ;
 - 3.5. legally force local destinations to implement carrying capacity assessment in their tourism development and spatial strategies and plans to avoid exceeding destination's spatial capacities in a due time.

²⁶ Adapted from: Wray, M., et al., Ibidem, 2010.



4. It would be useful if the governments of the Mediterranean countries should agree upon the use of certain general economic instruments related to tourism industry (especially those related to global polluters such as cruise ship industry).
5. National governments should be more eager to promote at all levels the need for more responsible tourism development and to support such tourism types and models of development that are more oriented to quality than quantity, despite the pressures of different tourism industry lobbies.
6. National governments should promote and support creation of locally embedded supply chains (especially important is to include local food producers).
7. Special care should be taken about islands and the impacts tourism industry generates there; national governments should designate islands as areas with special treatment and specific set of policy measures should be introduced aiming at keeping their tourism development sustainable.

Recommendations at the destination level

1. Tourism destinations must establish an effective DMO to lead and facilitate stakeholder cooperation for the sustainable development of tourism.
2. DMOs must establish long-term strategic planning processes to guide the sustainable management, development and marketing of tourism.
3. DMOs should seek the support of their state or territory/regional tourism organisations
4. DMOs should have a good cooperation and support from the local government
5. DMOs which have valuable natural and/or cultural assets on the territory should have a good cooperation and support from park and heritage agencies and other relevant government authorities
6. DMOs should undertake research to support decision-making for tourism.
7. DMOs should educate and communicate the significance and local values of tourism to visitors, the community, governments and business.
8. DMOs should promote and enhance service excellence.
9. DMOs should develop crisis (disaster) management plans for tourism.
10. DMOs should promote access for visitors by planning and taking part in developing effective transport infrastructure and systems.



- 11.** DMOs take part in planning and development of appropriate infrastructure and support facilities for tourism with local government and other relevant bodies and agencies.
- 12.** DMOs should plan and develop a range of appropriate (sustainable) visitor products and experiences.
- 13.** DMOs should establish an effective and consistent destination brand and image that is used to position and promote the destination to attract appropriate/responsible visitor markets and guide the development of appropriate/sustainable tourism product.
- 14.** DMOs should plan for the preservation of natural, built, socio-cultural environments.

All those recommendations are elaborated in detail in the Annex of this document.

This list is not exhaustive and indicates a range of principles and activities that underpin integrated planning for (coastal) tourism destinations. As the matter of sustainability is a very broad area of research, elaborated principles could be an object of further elaboration and research.

Obviously a lots of tasks lies on a local DMO as a local tourism governance leader. However, as explained , none of the above tasks is to be fulfilled if vertical and horizontal cooperation among public and private bodies is not achieved and local community involvement obtained.



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Annexe: Detailed recommendations for the destination level

This list of detailed recommendations for the destination level has been established based on the present report and on wider considerations of destination's needs. It exhaustively presents the measures destinations could implement in order to improve governance in sustainable tourism.

1. Tourism destinations must establish an effective destination management structure through DMO to lead and facilitate stakeholder cooperation for the sustainable development of tourism.

To that end it is necessary to:

- identify clear roles and responsibilities for stakeholder involvement (e.g. local government, business groups, other government agencies, significant community groups and NGOs);
- establish an overarching Board structure comprising representatives from local government, business and community stakeholder interests with expertise/knowledge of tourism;
- support local leaders with tourism expertise who foster and drive collaborative approaches to tourism management;
- provide a structure for communication and information exchange about tourism amongst stakeholders;
- establish specialist committees (e.g. marketing, events, policy);
- foster on-going collaboration between business, governments and community across local, regional and state levels; and work collaboratively with surrounding regions and their DMO's and local governments.

2. Tourism (coastal) destinations. i.e their DMOs, must establish long-term strategic planning processes to guide the sustainable management, development and marketing of tourism.

To that end they have to:

- develop strategic and operational plans to guide the development, management and marketing of tourism;
- integrate tourism plans and strategies with strategic coastal documents such as ICZM Strategies;
- integrate with local, regional and state government plans and policies, e.g. natural resource management, town and land use, social and cultural, economic development, infrastructure and risk management plans;
- seek the support of local community champions or visionary leaders that have technical, communication and facilitation skills, are well respected by the community, and that can effectively tap into local networks to lead the strategic planning process;
- engage experienced tourism consultants if tourism planning expertise is lacking at a destination level;
- seek the support of governments (local, regional and state), industry (business groups) and community stakeholder organisations;
- establish effective consultation processes to engage and consult with interested government, business, community and other stakeholders across local, regional, state and national levels;



- engage the community in all stages of the planning process to ensure community ownership of the Plan;
- establish and communicate a shared vision for tourism amongst all stakeholders;
- undertake and utilise research to inform decision-making;
- undertake an assessment of the current and future market situation;
- identify priority actions and identify implementation strategies;
- establish a regular review framework (e.g. annually) to identify areas where strategies and actions need to change due to changing conditions.

3. DMOs should seek the support of their state or territory/regional tourism organisations

To that end they have to:

- provide a strong leadership and strategic tourism expertise to support local destination development, management and marketing;
- facilitate strategic destination planning processes including financial support;
- plan and lobby for investment in public and private infrastructure for tourism;
- provide support for grant applications ;
- facilitate cooperative networks across private and public sectors involving relevant government departments and agencies, local governments, tourism and business operations and local communities.

4. DMOs should have a good cooperation and support from the local government

To that end they should:

- establish a kind of a Tourism Advisory Committee to the city council;
- appoint a Tourism Manager/Officer to guide and inform Council's involvement in tourism;
- lead the development of a tourism strategy planning process;
- provide financial support for the operation of local visitor information centre/s and development of other infrastructure and support facilities;
- together with the local government, develop policies to support sustainable tourism development

5. DMOs which have valuable natural and/or cultural assets on the territory should have a good cooperation and support from park and heritage agencies and other relevant government authorities

To that end they have to:

- cooperate and provide advice in strategic planning processes for tourism;
- establish planning and management systems to preserve natural, heritage and cultural assets and effective visitor management systems;
- develop infrastructure and facilities development that enhance and better manage the natural environment and contribute to the visitor experience;
- plan and develop accessible spaces for recreation and leisure;
- provide visitor information centres and quality interpretative services to enhance the visitor experience.



6. DMOs should undertake research to support decision-making for tourism.

To that end they have to:

- establish budget for research and understand the need for research to inform decision making;
- develop a research program to establish effective systems at the destination level to gather information about visitation and visitor needs and satisfaction levels;
- utilise research undertaken at state or national level;
- establish performance indicators to measure economic, environmental and sociocultural impacts of tourism;
- undertake continuous and consistent data collection;
- establish reporting and communication mechanisms to ensure findings.

7. DMOs should educate and communicate the significance and local values of tourism to visitors, the community, governments and business.

To that end they have to:

- develop kind of tourism awareness raising program to inform visitors about the environment, community values, appropriate visitor behaviour and safety and security issues (including codes of good practise and other kind of awareness raising material);
- educate the community and local business about sustainable tourism;
- educate local government employees and Councillors about sustainable tourism and the role of Council in supporting and managing the tourism industry.

8. DMOs should promote and enhance service excellence.

To that end they have to:

- develop or adopt a kind of Service Excellence Program to ensure the delivery of exceptional and consistent service for all business and tourism operations;
- identify and implement appropriate service quality training programs for business owners and their staff;
- examine visitor satisfaction with service quality as part of destination visitor surveys;
- benchmark visitor satisfaction against other leading regional tourism destinations;
- encourage local business and tourism operations to become members of relevant industry associations;
- establish or adopt service quality accreditation schemes.

9. DMOs should develop crisis (disaster) management plans for tourism.

To this aim they have to:

- develop a crisis and risk management strategy for tourism to ensure an immediate response to crisis situations;
- work cooperatively with relevant agencies and stakeholders to develop crisis and risk management strategies for tourism (e.g. police, fire, ambulance, parks authorities);
- develop emergency management plans for key infrastructure targets town centres, and key visitor sites;



- communicate key outcomes of strategy to the community, businesses, visitors, and interested stakeholders to ensure that residents and visitors are informed of risk and emergency management arrangements;
- incorporate crisis and risk management plans for tourism into local government risk management plans and emergency service risk management plans;
- encourage businesses to develop crisis and risk management strategies for their own operations and to provide adequate provision for tourism;
- develop and implement tactical marketing campaigns to respond immediately to crisis situations.

10. DMOs should promote access for visitors by planning and taking part in developing effective transport infrastructure and systems.

To that end they have to:

- cooperate with road traffic authorities and other relevant government departments and agencies to plan for the improvement of road infrastructure to and within the destination;
- work with local airport authorities, airline services and transport carriers to improve visitor transport services;
- develop a signage strategy for directional and interpretative signage along transit routes and within the destination in cooperation with relevant state government agencies;
- cooperate with road traffic authorities and other relevant government departments and agencies to develop an integrated transport strategy that investigates and improves transport options to and within the destination, to other destinations within the region, and considers alternative transport modes such as rail, cycleways and walkways.

11. DMOs take part in planning and development of appropriate infrastructure and support facilities for tourism with local government and other relevant bodies and agencies.

To that end they:

- cooperate in auditing infrastructure and facilities to determine priority infrastructure needs;
- cooperate in development of an investment and infrastructure strategy to plan for and attract public and private sector investment for priority infrastructure and facilities;
- cooperate in designing and development of infrastructure and support facilities that reflect the socio-cultural heritage of the destination and preserve the natural environment;
- seek and receive support from local, state and federal governments for planning and funding for infrastructure for tourism;
- take part in planning for and improving parking facilities, amenities, services and facilities such as public toilets, safe playgrounds, accessible public spaces particularly beaches, picnic areas, youth facilities;
- participate in developing a plan to ensure maintenance of facilities particularly during peak visitation periods;
- participate in improving town beautification and maintenance to create a welcoming atmosphere for visitors.



12. DMOs should plan and develop a range of appropriate (sustainable) visitor products and experiences.

To that end they have to:

- develop a strategic marketing plan in consultation with local stakeholders to assess their views and preferences (government, business and community) to determine a vision and direction for destination marketing;
- undertake a regular tourism product audit process to monitor product offerings and to identify opportunities for new product development and investment opportunities;
- regularly survey potential and current visitors to determine views about existing products and experiences, to identify new opportunities and to ensure that product development matches needs and expectations of visitors;
- develop a diverse range of appropriate visitor activities to complement their iconic attractions including: a range of accommodation types to suit different visitor markets, high quality food and beverage experiences, cultural and heritage experiences, festivals and special events, nature-based experiences, and recreational and leisure activities;
- support and encourage entrepreneurs to establish innovative visitor experiences that complement community and environmental values;
- maintain a good and consistent standard of product that meets or exceeds the expectation of guests;
- revitalise existing product to keep it fresh and exciting to meet the changing expectations of visitors;
- integrate new and enhanced products into destination marketing strategies;
- develop drive routes/day tour packages to encourage visitors to experience the broader destination region;
- develop special events that match the destination character and community values;
- support the development of visitor experiences in cooperation with local communities;
- identify appropriate target markets that “fit” with the attractions and experiences available at the destination and community values;
- develop effective marketing strategies to target these visitor markets;
- ensure product development and visitor experiences suit these markets.

13. DMOs should establish an effective and consistent destination brand and image that is used to position and promote the destination to attract appropriate/responsible visitor markets and guide the development of appropriate/sustainable tourism product.

To that end they have to:

- consult with government, business and community stakeholders to consider and establish a strong and consistent destination brand and image;
- identify and focus on the competitive strengths of the destination;
- undertake consumer research to inform decisions about how to best position the destination and recognise that the destination cannot appeal to all visitor markets;
- ensure the brand and image reflects the strategic vision for the destination;
- promote iconic features and attractions of the destination and their linkage to the broader region;
- develop a “Brand Policy” to protect the destination brand and to align further product and infrastructure development;



- communicate the brand and image to industry operators and ask them to consider the destination brand when developing product and their own marketing (e.g. develop brand toolkits);
- link well with the regional and state brand and image.

14. DMOs should plan for the preservation of natural, built, socio-cultural environments.

To that end they have to:

- work cooperatively with relevant stakeholder groups and government authorities to enhance and preserve iconic attractions;
- cooperate in preserving destination character and residential amenity through sound local government town and land use planning policies and development controls;
- require effective environmental management practices for tourism developments;
- cooperate in integrate planning for the preservation of natural, heritage, built, social and cultural in strategic tourism planning processes and other relevant local government plans and strategies;
- work with natural resource management and environmental agencies to assess and plan for visitor impacts;
- work with local environmental groups to investigate accreditation models that encourage and improve environmental performance and efficiency of tourism businesses;
- establish an environmental management framework that defines sustainability indicators to monitor environmental impacts (natural, social and economic);
- cooperate in planning for the sustainable management systems of natural resources (e.g. sewage and water management);
- support and encourage tourism operators to achieve environmental accreditation.

