

## CO-EVOLVE

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

# Deliverable 3.18.1

## Guidelines for Tourism-driven strategic planning

### Activity 3.18

Tourism-driven strategic planning on Pilot Areas:

**WP3**

**IUAV**



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## 1. Introduction

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The aim of this deliverable is to provide useful guidelines to Co-Evolve Pilot Areas, and other Mediterranean areas, to develop and implement an effective strategic plan to address a sustainable tourism co-evolution. The main scope of the guidelines is to provide Public Administrations, in charge of construct and promote plans at local level, an operative and easily applicable tool to construct place-based strategic plans coherent with ICZM principles and Sustainable Coastal Tourism main goals.

The purpose of tourism-driven strategic planning is to define a clear vision of what a place could be in the long terms and set the most feasible methods of implementing policies. Within Co-Evolve project, the Guidelines for tourism-driven strategic planning are the results of the efforts made at European and national levels to promote an integrate and sustainable development of coastal and maritime areas, increasing connections, enhancing the valorisation of local peculiarities and reducing cumulative pressure.

These guidelines are organized in two main parts. The first part, Chapter 2, describes what is the strategic planning and the main principles that address it. Furthermore, starting from a review of the literature available, it examines the role of strategic planning in coastal areas and its relation with Integrated Coastal Zone Management (ICZM) principles and goals. Finally, the chapter describes how the strategic planning can be used for tourism development in coastal areas in complete integration with the application of ICZM planning tool. The second part of the deliverable are the Guidelines elaborated by luav for developing tourism-driven strategic plans according to Co-Evolve projects steps and outputs. In these guidelines the whole planning process is divided in six essential Steps. Each step is explained in detail and the tools that can be used in each step reported.

In conclusion, some reflexions and elements of discussion are reported to stimulate future guidelines' enhancement.

## 2. Towards a tourism-driven strategic planning

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### 2.1 Strategic Planning

Coastal areas, as cities and towns, are faced with resource and capacity constraints to manage the process of development. Strategic planning is a management tool that determines the direction in which an organisation is moving, and how it will get there (Albrechts et al., 2003). Strategic planning determines the direction of development of a specific territorial area, in the context of its current profile and SWOT analysis. This approach helps to respond to fast-moving events, to manage change and to improve the quality of life. It is not a static process: it must change to reflect the changing situation. Inevitably, the process moves forward and backward several times before arriving at the final set of decisions. Strategic planning helps to answer questions like:

- Which areas should receive which type of growth?
- How can the existing economic base be preserved and expanded?
- How can quality of life be protected and enhanced?

Strategic planning and plans in no way substitute for the spatial planning process and spatial plans proposed to be prepared at various levels. The strategic planning process guides development in the direction of those strategic priorities identified by all stakeholders through a consultative process. (Kay & Alder, 1999) Strategic planning reflects the complex and continuous process of territorial change. The following attributes, when combined effectively, define a successful and comprehensive strategic planning process:

- It is oriented towards the future and attempts to foresee how the world could be different five to ten years from now. It is aimed at setting the area's development direction based on what this future is likely to look like.
- It is flexible and oriented towards the larger picture. It aligns the specific context (cities, towns, neighborhood etc.) with its environment, setting a context for meeting goals and providing a framework and direction to achieve the desired future.
- It creates a framework for competitive advantage through thorough analysis of the context, its internal and external environment, and its potential. This enables public authorities to respond to the emerging trends, events, challenges, and opportunities within the framework of the vision and mission they have developed through the strategic planning process.
- It is a qualitative, idea-driven process. It integrates "soft" data that are not always supported quantitatively, such as experiences, intuition and ideas, and involves stakeholders in the ongoing dialogue with the aim of providing a clear vision and focus for the city.
- It allows public authorities to focus, because it is a process of dynamic, continuous self-analysis.

**Box. 1 Strategic planning seeks the answers to three fundamental questions:**

- Where are we now? (What is the present status, situation or condition of the city?)
- Where do we want to go? (Where would the city like to go or what direction it is taking?)
- How do we get there? (How would the city like to get there?)



Figure 1. Urban Strategic Planning Process. (Source UN-Habitat, 2007 elaborated by luav)

Strategic planning can be used to address specific concerns or broad range of issues. It is about co-operation at organisational, local and regional levels. It has potential to mobilise resources and co-ordinate activities on a wide scale.

Strategic Planning is distinct from the conventional planning approaches such as master plans or comprehensive development plans, in a number of ways. As stated above, it is a dynamic process, inclusive and participatory, with an eye on implementation. Further, it is selective, focusing on a few priorities at a time, rather than comprehensive and all-encompassing. The differences between the two approaches are shown in Figure 2 on the following page.

Strategic planning is the process that drives the inclusive approach being advocated through the strategic planning process. It is based on a comprehensive situation assessment, or situation analysis. Further, it involves an inclusive consultation process for development of a

vision, mission, goal and objectives; setting priorities and strategic directions; and defining action plans.

Strategic planning	Conventional planning
Decentralized approach (bottom up)	Centralized approach (top - down)
Process – oriented and action – oriented	Product – oriented (the plan)
Combination of responsive and proactive	Driven only by proactive strategies
Flexible	Rigid
Starts with consensus on issues	Starts with consensus on “power to enforce”
Planning budgeting and implementation integrated	Planning separated from implementation (and therefore, budgeting)
Focused and selective - Target: Identify and resolve criticalities. Strategy: long term urban development Strong assessment of internal and external environment (situation)	Comprehensive
Expects new trends, discontinuities and surprises	Limited or politically motivated assessment of situation
Interactive with range of stakeholders	Assumes that current trends will continue in the future
Political / multi-stakeholder awareness and involvement	Based largely on data rather than stakeholder engagement
Implementation by empowerment	Administrative orientation and awareness
	Implementation of directive

Figure 2. Strategic Planning Vs Conventional Planning Approaches. (Source: UN-Habitat, 2007)

### 2.1.1 Main principles of Strategic Planning

The norms of a good territorial governance provide the basis for the strategic planning process. Participation and civic engagement is sought at various levels and through a variety of mechanisms such as cross-sectoral teams (Municipal Planning Team, City Profiling Team and Investment Capacity Team), consultations and issue-specific working groups. Transparency and accountability is ensured through participatory action planning, resource mobilisation and resource allocation. Sustainability is guaranteed by facilitating access to information in order to help the stakeholders make informed choices. Efficiency is ensured by mobilising and involving stakeholders in implementation of projects as well as in operation and maintenance of services (UNWTO, UNEP, WMO, 2008). A more detailed description of the norms of Good Governance and their significance in the strategic planning process, applied to urban and territorial areas, is provided below.

#### Sustainability

Sustainability involves ensuring that allocation and use of land and other resources is based on balanced social, economic and environmental priorities, with the aim of balancing the needs of present and future generations. Sustainability can be achieved by using the forum of consultations as a vehicle to a broad-based discussion on the future of the territory, including potential impact of alternative development strategies on the community's life, social and economic conditions, and the natural and built environment. The strategic planning process provides that leaders and stakeholders representing all sections of society

work together for a long-term, strategic vision and develop the ability to reconcile divergent interests for the common good. **Thus, sustainability can be ensured through informed, collective decision-making and broad-based ownership of final solutions** (Eagles et al.2002).

### **Subsidiarity**

The principle of subsidiarity means that the responsibility for the provision and management of any service must be vested in the lowest level of authority that is best positioned to deliver these services in an efficient and cost-effective manner. **This implies that as the level of governance closest to the people, municipalities should be empowered as much as possible to develop and implement strategic and spatial plans.** Such empowerment (or even 'enablement') would necessarily include delegation of power and resources to municipalities, accompanied by efforts to build their capacity to engage stakeholders in a meaningful, constructive decision-making process. The strategic planning approach encourages and supports local governments to develop and implement different type of plans in consultation with stakeholders. The approach especially emphasises the preparation of realistic action plans to address immediate priorities, which can be implemented in partnership with stakeholders.

### **Equity**

Equity entails establishment of equitable principles for allocation of land, development of infrastructure, pricing for services and participation in setting priorities. Establishing investment incentives for targeted sectors and geographic areas is another aspect of equitable development (Bramwell, 2004). The strategic planning process underscores the importance of involving representatives of all stakeholder groups through a clear identification of different groups of stakeholders and their needs, including collection of gender-disaggregated data as far as possible. The consultation phase provides for participation of all stakeholders in a broad-based consultation event to determine the area's development priorities. **Ensuring that all stakeholders – men and women, vulnerable groups - have access to decision-making processes is the key to equitable development.**

### **Efficiency**

Efficiency implies that public authorities must be financially sound and cost-effective in their management of revenues and expenditures, the administration and delivery of services, and that all development decisions must ensure the most efficient use of resources. The promotion of inter-sectoral planning both at the local and central level is another aspect of efficiency. **The strategic planning process aims at maximising the existing human, physical and financial resources available in the city for development, by mobilising and engaging various stakeholder groups through innovative mechanisms and public-private partnerships** (Gunn & Var, 2002). Through the involvement of the private sector and communities in setting priorities, cities can make better judgements regarding the prospective commitments of these partners in the implementation of development projects.

### **Transparency and Accountability**

Transparency in decision-making and accountability of local authorities to their citizens are fundamental principles of good governance. Transparency and accountability are essential to build stakeholder understanding of local government. Access to information is the key to ensuring transparency and accountability. Laws and public policies should be applied in a transparent, predictable and even-handed manner. **In the context of strategic planning, transparency and accountability can be achieved through the active involvement of stakeholders in setting priorities and making decisions on how public resources will be spent.** Transparent tendering and procurement procedures must be adopted for the implementation of action plans and projects. Involvement of stakeholders in priority-setting and preparation of action plans must be reinforced by facilitating greater access to information, including statistics and municipal financial data.

### **Civic Engagement and Citizenship**

Civic Engagement and citizenship is key aspect of good governance. People are the principal wealth of cities and territories; they are both the object and the means of sustainable human development (UN-Habitat, 2007). Civic engagement implies that living together is not a passive exercise: in cities, people must actively contribute to the common good. Citizens must be empowered to participate effectively in decision-making processes. Participation of civil society must be enabled through appropriate legal instruments and provisions. Participation must extend to not only decision-making about also making capital investments. **Engagement of stakeholders for taking development decisions is crucial for the successful implementation of any development plans.** Civic engagement also refers to proper and regular payment for services, care of existing and newly developed infrastructure and the establishment of community support groups or community based organisations to resolve issues directly affecting specific areas.

### **Security**

Security as an another principle of good governance applies to individuals and their living environment. Every individual has the inalienable right to life, liberty and the security of person. Cities must strive to avoid human conflicts and natural disasters by involving all stakeholders in crime and conflict prevention, disaster risk reduction and preparedness. Through the involvement in the strategic planning, citizens can raise issues pertaining to their own sense of security, in relation to person and property. Security of women and children, ethnic and religious minorities must be addressed in a way that satisfies their specific needs. Promoting security of tenure through increased access to housing for the most vulnerable groups is one of the key objectives of strategic planning (Gunn & Var, 2002). Adopting suitable methodologies for environmental planning and management and formulating disaster-preparedness strategies and emergency management at the central and local levels are also important aspects of security

## 2.2 Strategic Planning in coastal areas

### 2.2.1 The Coastal System

The coastal "zone", where the land meets the sea, comprises several types of systems, including socio-economic systems and natural systems (such as estuaries, watersheds, coastal lagoons, coral reefs and ocean areas). Each of these systems has distinctive properties; in the aggregate, they provide the typical characteristics of the coastal area, which is the subject of management (UNEP, 1995). Integrated Coastal Zone Management (ICZM) involves the continuous management of the use of coastal lands and waters and their resources within some designated area, the boundaries of which are usually politically determined by legislation or by executive order (UNEP, 2001). On land, the area included within the management unit may comprise the shore and extend landward to some designated limit, such as the boundary of governmental jurisdiction (e.g., a state or parish or an entire watershed).

### 2.2.2 Coastal Resources

Coastal resources can be regarded as commodities in the production of the goods and services which make the coastline a popular and busy place. They include natural, human and man-made components:

- **Natural systems.** A coastal zone contains a number of physiographic units or ecosystems with particular biophysical properties and processes, including flora and fauna and non-renewable resources. These units can be classified in various ways, but the designation of a coastal area for management was and still is largely politically determined, e.g., administrative boundaries. Ecosystem boundaries are now being re-evaluated, however, as essential to management for sustainability (Blue Plan, 2005).
- **Human resources.** People living and/or working in coastal areas may be involved in the production of goods and services from that specific area (such as the exploitation of oil and gas, fishing, agriculture), the creation of tourism and recreational facilities, the protection of areas below sea level, or the conservation of scenic locations (Wackernagel & Rees, 1996). Human technical skills, cultural backgrounds, level of organization, etc. are important components in the way natural resources are made accessible and used in the production of goods and services.
- **Constructed resources.** Man-made structures change the accessibility of resources, the spatial and time distribution, and the quality of available natural resources (Brown, 2002). For example, roads increase accessibility; treatment plants improve the quality of available water; dams in a river alter the distribution of water flows over time; sea defences create and protect areas for urbanization; and beach nourishment creates recreation and tourism facilities. Man-made structures also include urbanized areas with structures for housing and economic activities, as well as social/commercial infrastructure. Many of these structures often limit the access to the coastal resources or represent a threat to these resources.

- Cultural/heritage/archaeological resources. Sites and landmarks with particular cultural, historic or aesthetic qualities give a special character to a coastal zone, and determine whether it is attractive for tourism and recreation or for urban development. Submerged archaeological sites have resource value from both a cultural and touristic perspective.
- Marine basin system. Includes currents, waves, fisheries, tsunamis, and tides, among other things.
- Physical/geomorphic elements. Comprised principally of fast-land, beaches, headlands, coastal islands, peninsulas, tombolas, barrier reefs.
- Climatic system. Includes seasonal storms, and other extreme events.

Coastal resources are often common property resources with open (free) access to all users. Free access often leads to excessive use, and to the degradation or exhaustion of resources; this is the "tragedy of the commons". For example, the use of coastal areas for the disposal of the "leftovers" from society's activities may exceed the assimilative capacity of the coastal environment, leading to degraded water quality and/or habitats. Management intervention is generally necessary to maintain to achieve desired levels of maximum sustained yield, as well as desired levels of quality of coastal resources (Clark, 1996). Coastal zones offer physical and biological opportunities for human use, and managers try to find the optimum balance between these uses based on a given set of objectives. Concern is growing in particular about the destruction of natural coastal ecosystems by the demands placed upon them by population and economic growth. These natural ecosystems have considerable value for sustainable extractive and non-extractive use which is often undervalued in comparison with other often non-sustainable uses. In nature, the coastal system maintains an ecological balance that accounts for shoreline stability, beach replenishment, and nutrient generation and recycling, all of which are of great ecological and socio-economic importance. These natural systems are under increasing threat from unmanaged human activities such as pollution, habitat destruction and overexploitation of resources. In coastal rural areas, fishing of nearshore waters and farming of coastal lowlands are the major economic activities supplying fish and agricultural products for subsistence of the inhabitants and urban centres. Activities that add further value to coastal resources include recreation and tourism, which have become major sources of domestic and foreign exchange earnings in many coastal nations. The intrinsic economic value of coastal resources represents a "capital" investment for humankind by nature. The goods and services derived from them are the "interest" generated by the investment.

*The principles of good husbandry are not restricted to the agriculture sector alone, but can be applied to coastal resources with customized technologies. Traditionally, the management of coastal resources involves the resolution of both long- and short-range problems. Long-range problems include: possible climate change (IPCC 2007; 2013) such as sea level rise and changing hydrological patterns; the accumulation of pollutants and their effects on species; and increasing development of coastal and inland areas with resulting modification of the quantity, quality, and time patterns of inputs to coastal waters. Short-range*

*problems include: storm damage; dredging impacts; and over-harvesting of fish, sand, corals, or mangroves. Integrated coastal management is essential to prevent, or at least to mitigate, the adverse effects of these pressures.*

### **2.3 Strategic planning in the Coastal areas: the concept of ICZM (or ICAM)**

There is no shortage of definitions of "integrated coastal area management" (ICAM). A few recent examples are provided.

[ICAM is a] dynamic process in which a coordinated strategy is developed and implemented for the allocation of environmental, socio-cultural and institutional resources to achieve the conservation and sustainable multiple use of the coastal zone (Sorensen, 1993).

ICAM is an adaptive process of resource management for environmentally sustainable development in coastal areas. It is not a substitute for sectorial planning, but focuses on the linkages between sectorial activities to achieve more comprehensive goals (UNEP, 1993a).

Integrated Coastal Zone Management (ICZM) has been identified as the most appropriate process to address current and long term coastal management issues, including habitat loss, degradation of water quality, changes in hydrological cycles, depletion of coastal resources and adaptation to sea level rise .... (EC, 2000).

Jens Sorensen (1993), another long-standing scholar of coastal zone affairs, offers a more detailed explanation, ascribing five attributes of ICAM as:

1. A dynamic process that continues over time (implying change, revision, adaptation, even error).
2. Involving a governance arrangement to establish policies for making allocation decisions and the power to make such decisions.
3. A governance arrangement that uses one or more management strategies to rationalize and systematize resource allocation decisions (i.e., land use plans, impact assessments, regulations, permits, etc.).
4. Management strategies that rely on a systems approach, recognizing interconnections among coastal and marine systems and subsystems (these include coastal watersheds, estuary circulation systems, the longshore movement of sediments within littoral cells, populations of species that are harvested for their commercial or recreational value, and water supply, sewage treatment and highway systems).

5. Having a geographic boundary space extending from the ocean environment across the transition shoreline to some inner terrestrial limit (except on islands).

### 2.3.1 Integrating Dimensions of ICZM

The dimensional aspects of ICZM are a function of the kinds of integration required, which set the pattern of outreach, peripheral involvement, and the nature of partnership, participation and negotiation with other coastal resource users and institutions. There are at least seven different kinds of integration (each of which has its own dimensional limits (Knecht and Archer say there are only four, here presented first)).

(1) **Intergovernmental.** This dimension encompasses the necessary integration of various levels of government into coastal management, especially between the national level and regional/local levels.

(2) **Land-Water Interface.** Clearly, integration across the land-water boundary is basic to the concept of coastal management. The coastal zone area to be managed is usually defined in terms of both a shoreland area (the uses of which affect the coastal waters) and a water area (the uses and disturbances of which affect the shoreland).

(3) **Intersectorial.** It has become increasingly clear that the rational management of coastal resources requires that all activities affecting such resources (or the coastal environment in which they reside) come within the "reach" of the management programme.

(4) **Interdisciplinary.** This dimension pertains to the need for a holistic approach to ICZM. It reflects the realization that coastal zone issues not only involve the use and protection of natural resources and the coastal environment, but that significant economic and social issues almost always exist as well. Decisions to protect or develop a particular resource usually have significant economic, social and cultural implications.

(5) **Institutional.** The institutional partners in any ICZM effort can vary qualitatively and quantitatively as to skill, competence, capacity, and commitment. Some may require direct technical support or even financial support to do what ICZM needs doing. Others may be in a position to make substantive, continuing contributions of time, effort and custodial responsiveness for a given task with which the ICAM needs assistance. The integration of these various kinds of institutions (governmental, non-governmental and private sector) into a programme is a management achievement.

(6) **Temporal.** ICAM's response for responsible and effective performance runs from a short 24-hour hurricane warning to a 200-year storm planning regime for wave runup and inland flooding. ICZM has to blend or integrate these temporally different planning perspectives into a coherent investment strategy for coastal protection and development.

(7) **Managerial.** A basic element of an ICZM programme is the integrative arrangement of management responsibilities. Management arrangements comprise institutional arrangements and management instruments. Institutional arrangements provide an integrated framework within which the management tasks are carried out and the management instruments applied. Commitment by the public to fulfilling the goals of ICZM, created by its participation in the planning process, is of particular importance in situations where the legal and administrative framework to implement and monitor the ICZM programme is weak or non-existent.

(8) **International.** External coastal boundaries are often shared with adjacent countries. On a regional scale, member states within a large marine ecosystem, will of necessity find that the search for management strategies requires collaboration for effective ecosystem management, with international, bilateral, multilateral, and regionally focused NGO partners.

### 2.3.2 The ICZM approach to sustainable development

Almost all coastal and marine areas produce or support multiple products and services. Sectoral solutions usually “transfer” the problem between resources, products and services. Tourism will not flourish if the area loses its attraction to visitors; fisheries are usually on the receiving end of everyone else’s problems. Industry and energy facilities can degrade the environment for all other activities (WWF, 2000). There is, therefore, a need to bring sectoral activities together to achieve a commonly acceptable coastal management framework.

Major source of conflict in environmental disputes include the existence of competing resource demands, differences in human values regarding the relative worth of resources, and inadequate knowledge or understanding of the costs, benefits, and risks involved in proposed actions. As a result of high demand for coastal resources, and the limited supply of resources to be exploited, conflicts are inherent to coastal areas. Therefore, an effective integrated management for the sustainable development of coastal areas, has to fall within this category, and will need to anticipate, avoid and resolve conflicts as part and parcel of the process of its implementation. As pressures increase, problems can no longer be transferred and overlooked but need to be addressed. The transfers of coastal erosion down shore, or water pollution downstream, or air pollution dispersed further inland by ever higher smoke stacks are not acceptable solutions to coastal conflicts. Mechanisms have to be created within economic and social systems to ensure that environmental costs are incorporated into economic evaluations and not passed on to other areas or to future generations. These mechanisms will need to fit the complexity of coastal systems. **An integrated approach aims to bring together the conflicting demands of society for products and services, anticipating current and future short-, medium- and long-term interests** (Clark, 1992, 1996). It has to keep options open for alternative future uses of marine and coastal resources and be capable of responding to uncertainty. A far more extensive analysis than the sectoral approach is needed, therefore, and by incorporating external effects, it should generate economically, socially and ecologically acceptable policies for coastal and marine management (Powell et al., 2009). For the above reasons, coastal zone management is a critical issue in many countries with a high intensity of marine and coastal resource use. Managing complex systems, such as coastal areas, requires an integrated approach capable of coordinating the implementation of all three major objectives of sustainable development (environmental, social and economic), and bringing together the multiple, interwoven, overlapping interests in the coastal area in a coordinated and rational manner, harnessing coastal resources for optimum social and economic benefit for present and future generations without prejudicing the resource base itself, while maintaining ecological processes.

### 2.3.3 ICZM and tourism

Coastal tourism is a key component of coastal and marine. Coastal tourism is, in many countries, the fastest growing area of contemporary tourism, which has placed increased pressure on the coast, i.e. an area in which uses may already be highly concentrated in the form of agriculture, human settlements, fishing, industry, etc. An understanding of tourism policy lies at the heart of broader goals of ICZM. Coastal tourism can be enhanced by ICZM. It can help solving the conflicts between coastal tourism and other marine and terrestrial sectors; resolve overlapping responsibilities of involved agencies; and increase the cooperation between coastal tourism and other coastal sectors. It is clear that coastal tourism depends on the quality and diversity of the coastal environment. Increases in tourist numbers have been shown to threaten areas of high ecological and resource value in the coastal environment. Finally, the integrated management approach should not only be applied for general coastal zone management but also for special sectors such as coastal tourism.

#### **Box 2 - The urgent need for Integrated Coastal Zone Management (ICZM)**

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

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

*The pressures include:*

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

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

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

(Source: World Coast 2000, 1993)

The importance of tourism in the ICZM process is much greater in tourism dependent regions (UNEP/MAP/PAP, 2008), such as the Mediterranean, than in most other regions of the world. There are two main reasons for this:

- a) In almost all countries within such regions, tourism is one of the principal economic activities strongly identifying the overall economy of those countries. The need to develop tourism directly affects the development of agriculture, trade, and traffic, and indirectly impacts on all other activities. Tourism development plans wield a key

influence upon the development and planning of traffic routes, of infrastructure, of communications, etc.

b) In the case of enclosed seas, such as the Mediterranean, which is a closed system and an ecologically-sensitive one, the development of all other activities has a strong impact on the development of tourism. Therefore, it is necessary to harmonise overall development planning with the tourism development planning process, even in areas where tourism is not particularly significant. This is especially important in the context of environmental hazards and dangers, since contemporary trends in tourism require effectively protected and attractive environments.

As a certain region as a whole risks becoming less competitive in the tourist market due to the excessive degradation of the environment, environmentally sound coastal area planning and management emerges as a basic prerequisite for the further development of tourism. Similarly, the EU has been formulating policy on sustainable tourism (EC, 2003) almost in parallel with the Recommendation on ICZM (EC, 2000). **Sustainable tourism policy includes a recognition that ICZM and sustainable tourism practices must be developed in partnership to achieve maximum mutual benefits.** Thus, this industry has an encouragingly high profile at the EU ICZM level of strategic planning (Jennings, 2004)

## 2.4 Strategic planning for tourism development in coastal areas

The issues and challenges identified above underline the need for implementing policies and actions in coastal areas that support sustainable tourism. This means 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’ (UNWTO, 2005). UNWTO and UNEP have identified 12 aims for sustainable tourism, which are set out in Box 3. These aims should provide the basis for tourism policy that embraces sustainability. This may be expressed in specific tourism policies but also in policies relating more broadly to sustainable development and the environment.

The fundamental requirement of governance for sustainable tourism is that there is effective engagement of the key public and private stakeholder bodies whose policies and actions can affect the impact of tourism (Gunn & Var, 2002). These may include:

- national tourism ministries and agencies;
- other government ministries and agencies, notably those relating to the environment and sustainable development;
- representatives of private sector enterprises, e.g. tourism trade associations;
- other supporting bodies with social, environmental and community interests and expertise – including NGOs, educational institutes and other representative bodies;
- representatives of traditional authorities.

Engagement, coordination and liaison between these interests may be assisted by one or more dedicated multi-stakeholder structures, such as forums, partnerships and working groups. Sustainable tourism governance also requires engagement and coordination of tourism, environment, community and wider development interests at a local level. It is at this level that much of the necessary planning, networking, capacity building and information delivery occurs and where tourism needs to be effectively integrated into local sustainable planning development (EEA, 2006). A particular issue is how national policies and governance process are reflected and implemented at a local level, which may be influenced by decentralization and devolution planning policies and actions as well as local governance capacity and community engagement structures. Based on effective governance structures, the pursuit of sustainable tourism requires a process for shaping and steering the development and management of tourism. Increasingly, it is recognized that this can most effectively occur at a local destination level, based on the pursuit of agreed strategies and action plans. A key requirement is that there should be good links between such sustainable tourism strategies, wider development strategies and physical spatial and land use plans.

### **Box 3 Twelve Aims for Sustainable Tourism**

- 1. Economic Viability** - to ensure the viability and competitiveness of tourism destinations and enterprises, so that they are able to continue to prosper and deliver benefits in the long term (Gossling et al., 2002).
  - 2. Local Prosperity** - to maximize the contribution of tourism to the economic prosperity of the host destination, including the proportion of visitor spending that is retained locally (Cicin-Sain & Knecht, 1998)
  - 3. Employment Quality** - to strengthen the number and quality of local jobs created and supported by tourism, including the level of pay, conditions of service and availability to all without discrimination by gender, race, disability or in other ways (Iorio & Sistu, 2004)
  - 4. Social Equity** - to seek a widespread and fair distribution of economic and social benefits from tourism throughout the recipient community, including improving opportunities, income and services available to the poor (Kanji, 2006)
  - 5. Visitor Fulfilment** - to provide a safe, satisfying and fulfilling experience for visitors, available to all without discrimination by gender, race, disability or in other ways (Ashe, 2005)
  - 6. Local Control** - to engage and empower local communities in planning and decision making about the management and future development of tourism in their area, in consultation with other stakeholders (Kay & Alder, 1999).
  - 7. Community Wellbeing** - to maintain and strengthen the quality of life in local communities, including social structures and access to resources, amenities and life support systems, avoiding any form of social degradation or exploitation (Ashe, 2005).
  - 8. Cultural Richness** - to respect and enhance the historic heritage, authentic culture, traditions and distinctiveness of host communities (EC, 2003)
  - 9. Physical Integrity** - to maintain and enhance the quality of landscapes, both urban and rural, and avoid the physical and visual degradation of the environment (DEAT, 2004)
  - 10. Biological Diversity** - to support the conservation of natural areas, habitats and wildlife, and minimize damage to them (Gossling, 2002)
  - 11. Resource Efficiency** - to minimize the use of scarce and non-renewable resources in the development and operation of tourism facilities and services (EC, 2003)
  - 12. Environmental Purity** - to minimize the pollution of air, water and land and the generation of waste by tourism enterprises and visitors (Eagles et al. 2002)
- (Source: UNEP/UNWTO, 2005)

The management of tourism impacts at all levels can be effected by a range of tools. UNWTO and UNEP have set out a framework of management tools and instruments, grouped under five headings (UNEP/ UNWTO, 2005):

- 1. Measurement tools** – used to determine levels of tourism and impact, and to keep abreast of existing or potential changes: indicators and monitoring.
- 2. Command and control tools** – enabling governments to exert strict control over certain aspects of development and operation, backed by legislation: legislation, regulation and licensing; land use planning and development control.
- 3. Economic instruments** – influencing behaviour and impact through financial means and sending signals via the market: taxes and charges; financial incentives.
- 4. Voluntary tools** – providing frameworks or processes that encourage voluntary adherence of stakeholders to sustainable approaches and practices: guidelines and codes of conduct; reporting and auditing; voluntary certification.



**5. Supporting tools** – through which governments can, directly and indirectly, influence and support enterprises and tourists in making their operations and activities more sustainable: infrastructure provision; capacity building; marketing and information.

Each of these types of tools can be employed to varying degrees in carrying out the main management functions of planning for tourism, controlling and affecting development, influencing tourism operations, managing the resource and working with communities.

#### 2.4.1 Approaches to Coastal Tourism Management

Experience from around the world suggests that really effective management of tourism on the coast is hard to achieve. Many western countries have failed to plan their coastal tourism well. Damage from over exploitation, poorly controlled development and inadequate concern for communities and resource management has been a feature of tourism in parts of the Mediterranean, for example (Conti & Perelli, 2007). The basic elements of sustainable tourism governance and management outlined above are clearly relevant to addressing the challenges presented by coastal tourism in order to achieve the potential benefits. In many ways, there is little that is different about coastal tourism as such that would suggest that it requires an alternative approach. This is largely confirmed by the literature. The most telling aspect of coastal tourism is one of intensity and degree – coasts tend to be places where there is a concentration of tourism and a strong degree of environmental and community sensitivity to tourism. Essentially, coasts are locations where the need to apply accepted sustainable tourism principles is particularly strong. This suggests that the following requirements of sustainable tourism governance and management are particularly relevant on coasts:

- **Integrated planning.** This is arguably the area where there is greatest differentiation of a coastal approach, primarily through the promotion of the concept of Integrated Coastal Zone Management. This underlines the need for cooperation between stakeholders and translation of broad resource planning into more specific zoning and land use planning. The need for effective planning on the coast is further underlined by work on climate change.
- **Decentralised governance.** Coastal communities tend to have their own needs and identity. Centrally determined approaches to tourism development on the coast have proved to be inappropriate. Recent emphasis on destination-level governance and management is very relevant to coasts.
- **Multi-stakeholder engagement.** There is a particular need for coordinated engagement of both the public and private sectors. Coastal areas often have many issues with infrastructure and conservation which must involve public authorities. In parallel, the private sector is often relatively strong and influential in coastal destinations.
- **Community engagement and benefits.** A significant section of the literature on sustainable tourism in the last fifteen years has focussed on ecotourism and community-



based tourism products. This has included consideration of coastal areas, especially with respect to resource competition and impacts on livelihoods. A move towards greater concern for sustainability, including community benefits, in the more mainstream and mass tourism sectors is also relevant for coasts.

- **Deployment of management tools.** Most management tools are considered to be equally relevant to coasts as to other areas. If there is a difference, it is perhaps in the particular weight given to tools related to development control, in line with the emphasis on planning and land use, including the application of Strategic Impact Assessments and more specifically of Environmental Impact Assessment (EIA).

#### 2.4.2 Planning the Coastal Zone for Sustainable Tourism

As mentioned above, the Pursuit of Integrated Coastal Zone Management (ICZM) Coastal zone planning requires a coordinated approach, taking account of current resources, future change and the needs of different sectors and communities in order to achieve economic, social and environmental sustainability. The different players should work together to agree and implement a coastal zone management plan, which sets out management actions as well as addressing spatial issues and guiding development (Hall & Lew 1998). One of the main purposes of an overarching coastal zone management plan is to consider the various pressures and opportunities for development on the coast from a range of sectors which may be competing for land and resources and whose impacts can affect other sectors as well as the integrity of the coastal environment.

In some respects, tourism may be regarded as more environmentally benign than many other sectors. Some studies have suggested that zones should be identified for tourism to prevent future degradation from other uses (Gunn & Var, 2002). However, it is also recognised that tourism developments bring their own impacts and part of the requirement of coastal planning is to ensure that tourism developments on the coast are located and designed to be appropriate to local environmental conditions (Inskeep, 1991). The need for an integrated coastal zone management process and plan is recognised in all Mediterranean countries. In many of them, the legal basis for integrated coastal planning is provided within the main Environment Act.

#### 2.4.3 Strategic planning for tourism development

ICZM Plans and land use plans are both important in shaping development on the coast and identifying where it should occur. However, the delivery of successful sustainable tourism also requires another dimension of planning. This should focus specifically on tourism and provide a direction for its development based on careful assessment (Beirman, 2003). Such a plan is well suited to a local destination level but should reflect any national tourism policies and master plans. Increasingly plans of this kind are referred to as 'Strategic plan for tourism development' but they are equally appropriately called sustainable tourism strategies and action plans for coastal development. The key inputs to this Plan are:

- resource assessment, including physical and cultural attributes as well as the nature, quality and sustainability performance of tourism facilities;
- market assessment, considering current markets coming to the area, ongoing trends and future opportunities, and proposing marketing activities;
- environment, social and other constraints which may determine capacity;
- structures for effective planning and coordination of tourism in the destination.

The contents of Strategic Plan for Tourism Development should include aims and a vision for tourism in the destination, strategic objectives and priority actions to meet them. These should cover product development, capacity building, information provision and marketing amongst other areas of activity. Strategic Plan for Tourism Development should be informed by, and inform, wider ICZM Plans and land use plans, ensuring that both reflect tourism needs and realities (PAP/RAC, 2006).

### 3. How to design a Tourism-driven strategic plan

#### 3.1 A Step-by-step approach for the Mediterranean

Tourism is one of the most important activities in coastal areas and requires an important effort in terms of planning, coordination and integration with existing policies and governance tools. Aim of this guideline is to offer a step-by-step methodology to construct a tourism-driven strategic plan for sustainable development of coastal areas, by integrating main principles and goals provided by the Integrated Coastal Zone Management recommendations (UNEP/MAP/PAPRAC Guidelines for ICMZ, 2012) and the Sustainable Coastal tourism approach guidelines (UNEP, 2009).

The proposed planning methodology is organized in different consequential steps that constitutes an adaptive and cyclical process. It consists of 6 major phases, each of which includes key tasks and steps. The iterative process of tourism-driven strategic planning in coastal areas is reported in Figure 3. Each phase of the process is presented in detailed in the following paragraphs.

The main goal of the present guideline is to offer the opportunity to local and regional administrations at MED scale to use an integrative methodology for planning tourism-driven strategies.



Figure 3- Conceptual framework of the methodology to the tourism-driven strategic plans construction (luav elaboration)

## STEP 0 - PLANNING SET-UP



planning process.

- **Definition of the working team.** The definition and identification of a working team is essential to coordinate the process. The choice of the Working team will influence the planning goals, objectives, and probably the strategy that will be put in place and for this reason must be representative of the core political and financial stakeholders in the process. Furthermore, the working team should be a multi-sectoral group and may also include external or international experts capable to provide a wider vision of the area. The Working team will be responsible of: (i) preparing the stakeholders engagement and communication strategy; (ii) performing the analysis of knowledge building; (iii) identifying and designing vision, goals and objectives for the development of the tourism-driven strategic plan; (iv) developing the strategy and the connected action plan for the selected priorities; (v) reviewing the draft action plan and the strategic plan after the suggestions and comments obtained by political stakeholders; (vi) providing additional assistance for the strategies implementation.

- **Definition of the territorial scope.** The task mainly consists in the identification of areas where the planned activities (strategies, measures and actions) will be implemented.
- **Identification of stakeholders.** The identification and engagement of stakeholders in the planning process is essential to make the process more structured and effective. In this task, the technical, consultative and political stakeholders useful to the process will be identified and previously informed of the activities that are starting. A

The main aim of this step, that can be considered the most important pre-planning phase, is to create the needed bases for the subsequent implementation of the whole planning process. The phase can be subdivided into different tasks that are essential to begin an effective planning process:

- **Identification of needs for a tourism-driven strategic planning.** A preliminary identification of the planning scope is essential to construct more easily and efficiently the future tasks and steps. Specifying what you want to tackle through the strategic plan will keep the efforts focused and oriented throughout the whole

specific methodology for the stakeholders' involvement should be designed. Furthermore, a communication and information strategy should also be prepared.

- Construction of the work plan and definition of “milestones”. The work plan should be detailed in tasks, responsibilities and milestones. A preliminary identification of “milestones” is essential to address the construction of the planning process. The milestones identified will act as a roadmap, in terms of time constraints and outputs, capable to effectively address the planning process. A simple GANTT chart that shows graphically the order in which the various stages of the planning process should be completed, could be essential to reach the final output and to communicate with stakeholders.

## STEP 1 - BUILDING KNOWLEDGE FRAMEWORK



The overall aim of the step “Building Knowledge framework” is to analyse the area, in a coherent and integrated way, in order to build up the knowledge to support the decision-making process provided in Steps 2 and 3, in which the vision and objectives are defined and the strategy is constructed. This step is organized in 3 main tasks.

1. The first task aims to collect information about the existing area status in relation to sustainable tourism development. The information that should be collected and subsequently analysed are: (i) threats and enabling factors that affect the co-evolution of area's tourism development, (ii) area's sustainability status; (iii) existing policies and plans.

The analysis of main threats and enabling factors for co-evolution of tourism in coastal areas aims at addressing priorities for sustainable development of coastal and maritime tourism. According with literature and assessment of tourism development in coastal area, the threats of sustainable tourism that should be considered are:

- climate change and morphological stability;
- littoralization and urbanization;
- touristic fluxes and carrying capacity;
- Pollution and other anthropogenic pressures affecting ecosystems;
- Conflicts among different uses on land and sea and land-sea interaction.



Figure 4 – First phase of the Building Knowledge framework step. The data that should be collected are shown using colours (luav elaboration)

Moreover, the enabling factors for co-evolution of tourism in coastal areas to be considered are:

- Coastal protection measures;
- Ecosystem protection;
- water cycle and depuration;
- transport and accessibility;
- governance.

The data and information to be collected and analysed should be “fit for purpose” to design the area’s status of the art.

Moreover, information about area’s sustainability status should be collected using the “Sustainability Toolkit” (Co-Evolve project - Deliverable 3.16.1). According with the Deliverable 3.16, the information about sustainability status can be collected using a list of indicators (see Annex 2). The list is comprehensive of all the indicators that can be related to the sustainable tourism of coastal areas. A selection of these indicators must be made considering the relevance with the planning area’s peculiarities. Finally, a collection of information about existing plans and policies will help to determine whether and where there are existing actions that are already addressing the issue of sustainable tourism development, even though these are not specifically targeted.

2. The second task aims at analysing data collected in order to obtain a knowledge framework useful to construct planning priorities and subsequent goals and objectives. The analysis must be strongly focused on the planning main goal. The analytical phase performed, in terms of main results obtained, should be synthetically presented to technical stakeholders to provide them a base for discussion and updating. As a matter of fact, the value of local and technical knowledge should be recognized as a source to improve the quality of the analysis itself.



Figure 5 –Second phase of the Building Knowledge framework step. Analysis of data collected in order to identify planning priorities, sustainable status and potential integrable existing policies and plans (luav elaboration)

3. The third task's purpose is to organize the results obtained from the previous phases to facilitate the subsequent steps execution. At the end of this phase, a final summary of existing conditions of the area should be produced focusing on the agreed points.

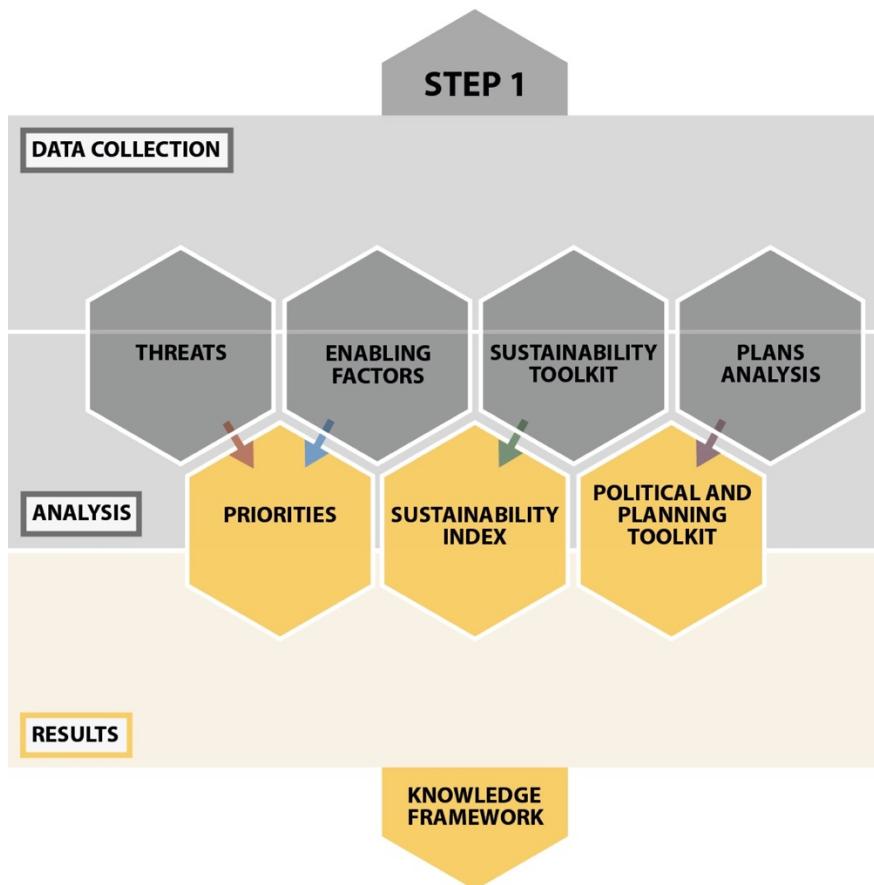


Figure 6 –Third phase of the Building Knowledge framework step. Integration of the results obtained and analysed in the previous phases in order to obtain a coherent and useful knowledge framework (luav elaboration)

#### Box 4 - The importance of geo-spatial data in supporting the analysis process

The definition and design of the territorial strategies need to assess and understand how the urban system that we would like to plan is organized. The territory is composed of urban (infrastructures, buildings,...), social-economic and environmental elements and of strong and weak relations between them. Each element in the territorial system has geographical coordinates that allows the location of the elements in the space. Which are the elements composing the territorial system under analysis? Are there any conflicts between the different spatial uses? Are there any pressures or impacts emerging from the anthropic uses to the environmental system? Which strategies are needed to improve the system or fix the emerging conflicts? These are some questions that need answers throughout the analytical process.

To build analysis process is important to have a complete database and geodatabase. The geodatabase helps to build the state of the art through the maps of environmental, infrastructural and socio-economic system. In addition, to support the predisposition of the plan a geo-database is needed to monitoring the goals of plan and evaluate the implementation situation of the actions decided in the plan.

## STEP 2. DEFINING GOALS VISION AND OBJECTIVES



goals.

Therefore, the step should be subdivided in 3 main tasks:

1. Design of a common and integrated vision for the area.

The Vision statement should express a clear view of what is the desired or intended future of the coastal area in terms of strategic and sustainable tourism development. It should be constructed starting from the drivers of sustainable development promoted by national and international policies and planning, and should address the priorities emerged from the Step 1. The vision should be agreed among stakeholders and compliant with priorities emerged. A vision statement establishes a “big picture” for tourism development in coastal area and it is very useful in promoting stakeholders’ participation and in focusing energies. According to ICMZ Roadmap (UNEP), a vision should be:

- both rational and inventive;
- clear and compelling;
- aligned with the community’s aspiration and existing policies;
- a vivid picture of a desired future.

The Vision Statement will take the form of a draft that would set out for public discussion the principles that would act as a guide for all the sectors and public/private stakeholders involved in the tourism-driven development of the area.

The starting point to create an effective strategy for sustainable tourism development in coastal areas is to set the main direction to which we want to move: the vision and its related objectives.

The construction of the vision for the area and the identification of strategic specific objectives must be constructed, on one hand, addressing the strategic issues emerged from the analytical phase, and, on the other hand ensuring the coherence and compliance with ICMZ and Sustainable tourism principles and main

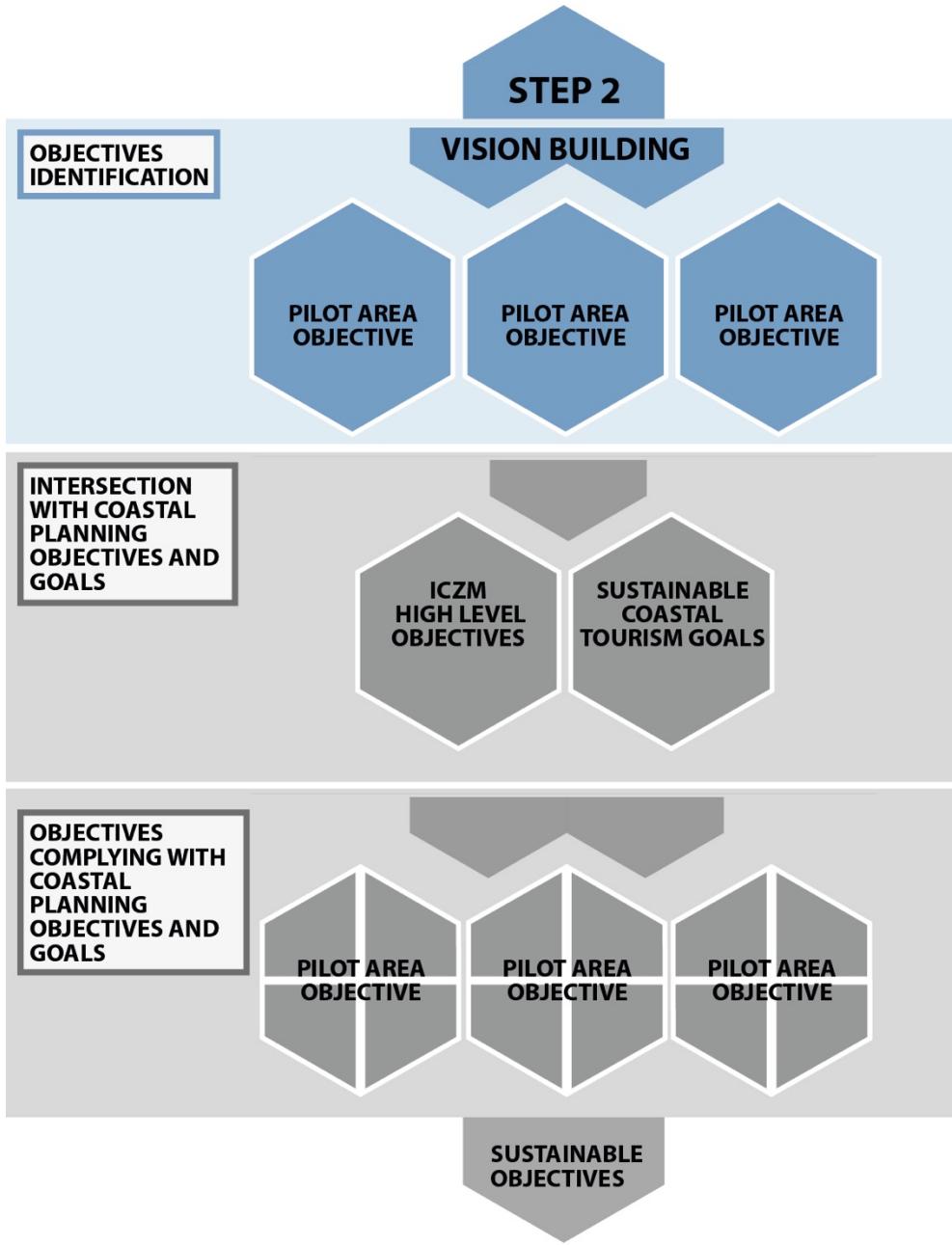


Figure 7 – Figure shows the main steps for the identification of area's specific objectives. In the first task, in blue colours, a future vision for the area's tourism development must be constructed and identified the preliminary objectives (luav elaboration)

2. Identification of the main planning goals and objectives. The identification of main Goals (High Level Objectives) and strategic objectives aims to describe how the implementation of the vision can be strategically achieved and implemented in the medium-long term. Setting objectives involves a continuous process of research and

decision-making. The main referring goals for the tourism sustainable development of the Mediterranean area are the Strategic Axes of development identified by the Interreg MED programme and the strategic sub-objectives specified for each axis.



Figure 8. Priority Axes, goals and specific objectives for the development of the Mediterranean area (Interreg MED programme 2014-2020)

Specific tourism-driven objectives should describe, in measurable terms, the desired end state and are the measure of the planning process performance. In order to be easily measurable, objectives must be:

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

The specific objectives for the area should be identified starting from: (i) goals and strategic objectives identified for the MED scale and reported in the Figure 8; (ii) issues/priorities identified in the phase of area analysis; (iii) the vision constructed. This operation will assure a framework of coherence at the different planning scales.

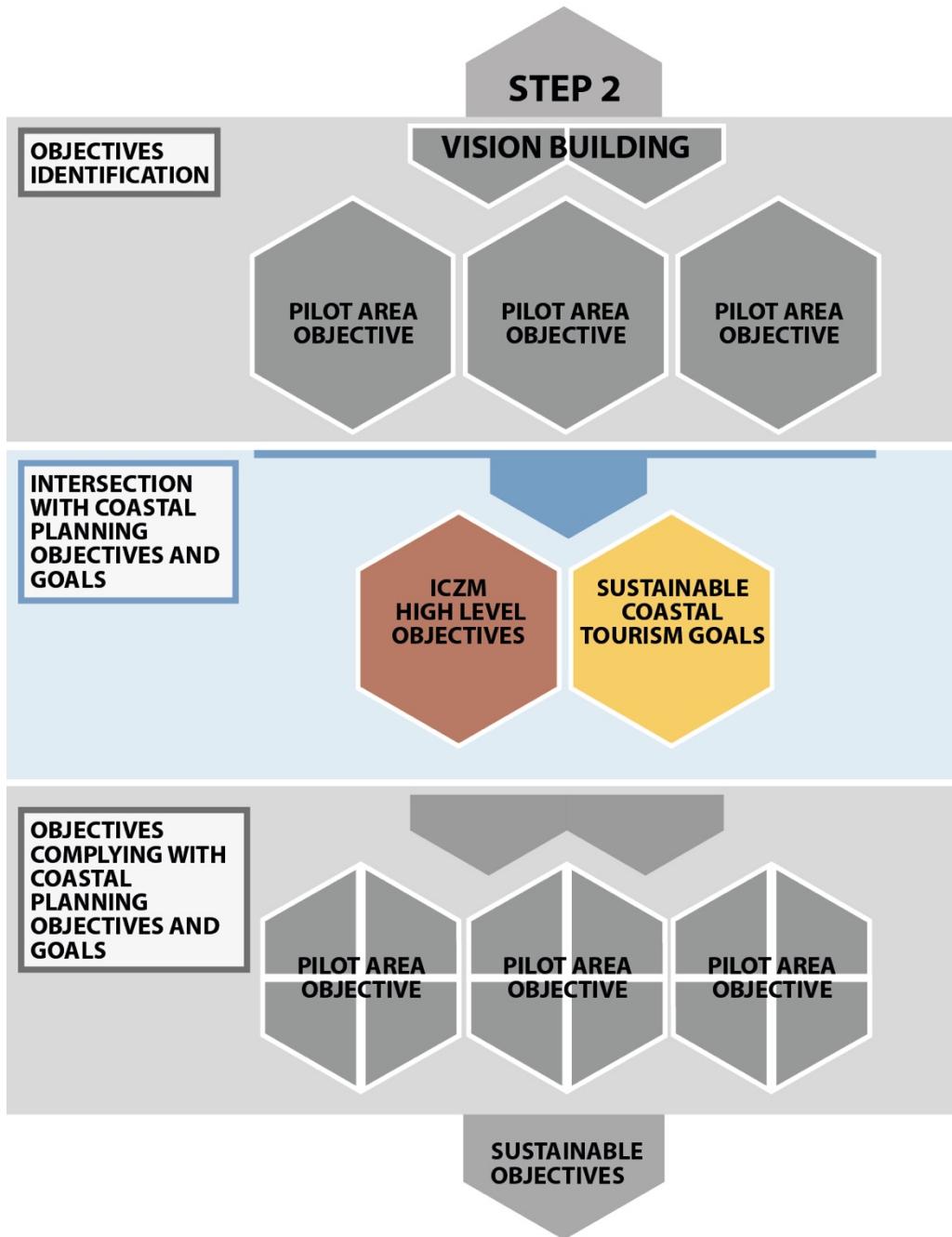


Figure 9 –In the second task, the objectives identified for the area will be intersect with main coastal planning objectives and goals – ICZM and Sustainable tourism (luav elaboration)

### 3. Linking objectives with ICZM and Sustainable tourism goals

Once the objectives for the area will be identified in complete coherence with the Interreg MED programme for the development of the Mediterranean area, an analysis of conformity of the objectives with the ICZM and Sustainable tourism planning goals should be



performed. To perform this activity, essential to ensure that the objectives identified are in line with existing planning tools at coastal scale, a “matrix of conformity” that intersect ICZM High Level Objectives (UNEP/MAP/PAPRAC ICZM Guidelines, 2012) and Sustainable Tourism main Goals (UNEP, 2009) Figure 10 may be used.

## OBJECTIVE 1

Sustainable Coastal Tourism Goal	ICZM High Level Objectives			
	A healthy and productive economy	A healthy and productive environment	Public health and safety	Social cohesion
Energy and water conservation	●	●	●	●
Employment	●	●	●	●
Economic growth	●	●	●	●
Infrastructure plans	●	●	●	●
Environmental and resources conservation	●	●	●	●
Urban and rural revitalization	●	●	●	●
Heritage conservation	●	●	●	●
Consumer protection	●	●	●	●
Community welfare	●	●	●	●
Business creation	●	●	●	●

Figure 10 – Template of a matrix of conformity between the area specific objective identified and ICMZ High Level Objectives and Sustainable Coastal Tourism Goals (luav elaboration)

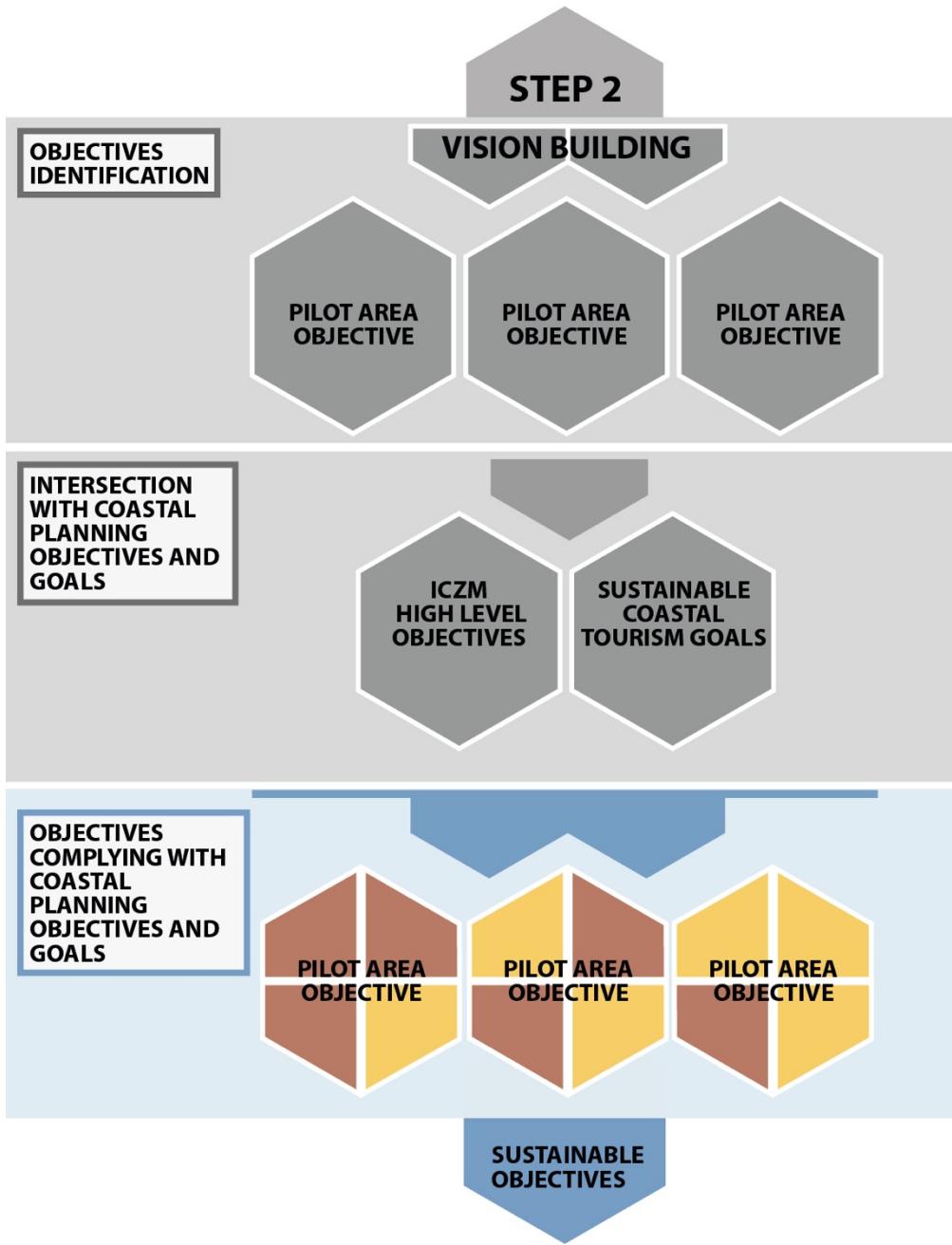


Figure 11 – The objectives identified for the area following the previous steps will be coherent and conform with the visions and objectives at higher scales (luav elaboration)

## STEP 3. TOURISM DRIVEN STRATEGIC PLANNING CONSTRUCTION



Aim of this step is to develop the longer-term elements for a sustainable tourism-driven development of the area starting from the vision and objectives identified.

The strategy should be a logical output of the preceding steps of the process. The tourism-driven strategy identifies a feasible “trajectory” of change based on the approved objectives and consisting of concrete actions reported in a comprehensive action plan for its implementation. Therefore, the tourism-driven strategic plan is an integrated set of desired and integrated outcomes in

which the actions for the realization of them are explained through an action plan. The action plan consisting of a series of management actions aimed at achieving one or more identified objectives. The Action plan, based on the tourism-driven strategy, should depict how the objectives will be implemented specifying the relation of the Plan to the political and administrative organization of the area. Therefore, the action plan must specify:

- the objective(s) that are to be accomplished;
- how each objective contributes to the main strategic goals;
- how the objectives will be achieved;
- the connection of the actions with other policies/plans;
- the responsibility for actions;
- financial issues (costs and lines of accountability)

#### **Box 5 Purpose and Characteristics of Action Plans**

*Developing and drafting tourism driven strategic action plans is a crucial element of the whole planning process, which explains how selected strategic priorities are to be translated into a series of actions that are expected to bring tangible results. Strategic Actions plans outline the activities to be undertaken, in a step-by-step manner, in order to address some of the priority issues and achieve designated goals. There must be a clear link between each plan and the overall vision, mission, goals and objectives of the selected area. The format of the strategic action plan depends on the nature of the strategic priority issue that has been identified. However, in general terms should provide answers to the following set of questions:*

- What activities are to be undertaken?
- How will each activity contribute to overall vision, mission, goals, objectives and strategic priorities?
- What specific results will be achieved?
- How will these results be achieved?
- When will these results will be achieved?
- Who will help achieve these results?
- What resources will be needed to achieve these results?
- How will the results be monitored?

## STEP 4. IMPLEMENTING THE PLAN



definition of vision, objectives and goals, and analysis of issues and priorities – form the basis for realistic and effective implementation of the strategic action plans. Therefore, this step will make frequent references to the earlier stages of the strategic planning process.

In this step, it will be explained the process of developing and realization of strategic actions in detail. The contents will be drafted for a specific action area, which may be either a territorial area where a specific intervention is planned, or a thematic area such as housing, environment, safety, or economic development. An action area may also be a crosscutting issue, e.g., environmental pollution, unemployment or poverty reduction.

The purpose of this phase is to apply the strategic approach to priority issues, i.e., on a smaller, more practical scale. Whereas the principles and the process of stakeholder analysis, profiling, appraisal and investment capacity assessment remain the same.

Strategic action planning turns strategies into practical programmes or activities for implementation. Design and implement of strategic action plans depends upon the strategic priorities identified within the second step. As it identifies the key undertakings in consultation with stakeholders while focusing on resources and partnerships, the implementation of strategic actions plans remains fully congruent with the Co-evolve project approach.

All the activities undertaken before in the previous steps – such as the construction of knowledge framework, the



#### **Box 6 Characteristic of the implementation phase**

A strategic action plan is an output-oriented, actor-specific plan for achieving the objectives of an issue-specific strategy. It specifies details of inputs and actions by various stakeholders, with practical work programmes, time-schedules, types and timings of financial and other resource commitments. Strategic action plans are keyed to measurable and time-bound schedules of inputs and outputs, and have been negotiated and agreed by the key stakeholders themselves. The implementation step have a few common characteristics that should serve as guiding principles for their preparation:

- Problem- or priority-based: they address a specific issue or priority. These could be related to the threats or enabling factors that the area must face. It is important to ensure that any issue of the action plan focuses on will reflect the priorities set by stakeholders.
- Realistic and based on achievable actions: the planned activities must be within the competencies and capacities of the stakeholders, and more particularly of the municipality;
- Participatory: there should be a clear link between the action plan on the one hand, and stakeholder analysis and participation in the consultation process on the other hand.
- Inclusive: Any planned activities must be viewed from the perspective of diverse social groups and must take into account the special needs.
- Reliant on local resources: strategic action plans should make the best possible use of the human, technical and financial resources that are available locally.
- Tangible and practical: any strategic action plan should clearly define the tangible outputs anticipated and the measures against which progress will be assessed.



## STEP 5. REVIEWING THE PLAN



The revision step is one of the most critical planning steps, and is an activity designed to provide constant feedbacks on the progress of the planning process and on the status and efficiency of its implementation. The revision step includes a phase of monitoring and a phase of evaluation. Monitoring and Evaluation systems can be an effective way to:

- Provide constant feedback on the extent to which the actions are achieving their goals;
- Identify potential problems at an early stage and propose possible solutions;

- Monitor the accessibility of the actions implemented to all sectors of the target population;
- Monitor the efficiency with which the various components of the plan are being implemented and suggest improvements;
- Evaluate the extent to which the plan is able to achieve its general objectives.

The aspect of tourism sustainability can be monitored using the "Sustainability toolkit" and the indicators selected for the specific area in the building framework step (step1). The use of indicators will show the trends of change after the actions' implementation.

In order to make this step efficient, a specific monitoring and evaluation methodology should be constructed in the preliminary steps of the planning process.

A strategy for the co-evolution of sustainable tourism in Med coastal areas needs to be adjusted over time due to changing goals, changing conditions and ongoing positive and negative impacts.

### **Box 7 - Stakeholders involvement**

#### **The role of stakeholders**

In order to conduct the Stakeholder analysis it is necessary to define the stakeholders relevant for the tourism driven strategic planning and management process. A stakeholder can be defined as an individual, group or organisation that:

- (a) Is directly affected by one or more issues
- (b) Has an interest in one or more issues
- (c) Can influence strategic development (positively or negatively)
- (d) Has access to, or control of, resources (financial, technical, intellectual) that may be needed to support tourism driven strategic development

In the context of strategic planning the list of stakeholders may include, for instance, central government and policy-making bodies, political parties, local government bodies, public enterprises, community based organisations, small business organisations, local and central financial institutions, religious and social organisations, NGOs and donors. This list is by no means final or exhaustive. The final identification of stakeholders depends on the specific situation of a given area or municipality.

#### **The Purpose of Stakeholder involvement**

Stakeholder involvement helps to identify the legitimacy, interest and role of each stakeholder in the strategic planning and management process. It helps to ensure the participation and recognise the needs of groups that are more vulnerable and often marginalised. It also provides an insight into the capacity of each stakeholder to engage in the tourism driven planning process, and helps to define the strategy for maximising their role. Determining the significance and legitimate interest of the stakeholders has a great importance in achieving two objectives:

- Enabling all stakeholders to participate in development decision-making;
- Empowering stakeholders to perform their roles and undertake responsibilities for real implementation of the strategical actions

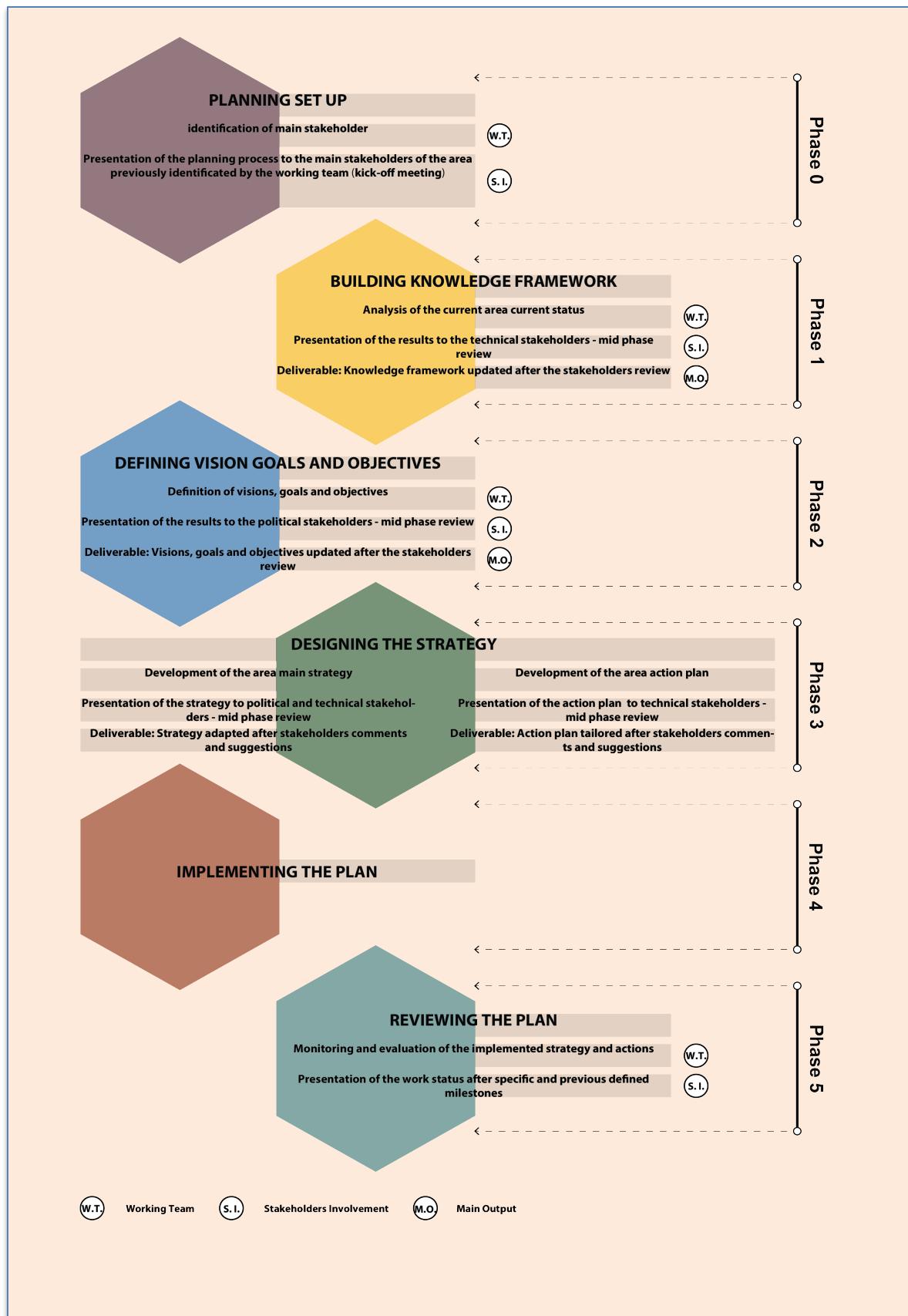
#### **Strategy for stakeholder involvement**

There can be many different strategies for mobilising different groups of stakeholders depending on the characteristics of the group, their special interest or stake, and their capacity. The strategy (already defined in the STEP 0) also depends on the objectives of the local government at a given time. Special attention should be given to those stakeholders whose stake or influence is significant but who may not have enough capacity to fully participate in the urban strategic planning process. Strategies for mobilising and involve stakeholders may take the form of:

- town hall meetings for a sense of stakeholders' "feelings" about a specific strategic issue;
- assemblies which gives stakeholder an opportunity to meet with members of the municipal council or the working team and review progress on strategical plans;
- small meetings to share information, identify problems and propose solutions.

The working team may also establish advisory committees with participation of relevant stakeholders, and citizens may be invited to public hearings where municipal employees discuss important urban issues.

Stakeholder involvement provides information about which key stakeholders can be helpful in collecting the information needed for knowledge framework and may finally play an important role in defining and implementing the development vision of the municipality.



#### 4. Conclusions

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The core purpose of these Guidelines is to assist Co-evolve project Pilot Areas to formulate and redact strategies for tourism-driven co-evolution of coastal areas. These Guidelines have been drafted with the aim of being easily applicable in other areas and to guarantee an efficient planning process compliant with other process and tools present at the different scales.

The recommendations that follow are based on the reflexions we made constructing the above guidelines, emerged also from the literature available about strategic planning and strategic planning in coastal areas.

First of all, in order to put together an effective tourism-driven strategic plan, a coherent policy framework to guide and drive the planning process and the actions defined to reach the main strategy is required. In addition, In addition the appropriate authorities/bodies that will be responsible for the implementation of the policies have to be appointed/clarified. The best guarantee for the implementation of the policies, is their adoption by the responsible authorities/bodies at local level. This is possible when these policies converge with the current objectives of the responsible authorities/bodies and they have emerged from a consultation process with them. In second instance, the achievement of sustainability objectives aimed at co-evolution of coastal tourism is bound to the construction of objectives consistent with policies, programs and strategies developed at the highest scales. Making accurate and realistic targets for tourism is essential to develop effective strategies and actions. Coherently with this reflection, the present guideline proposes a methodology of objectives construction that guarantee that the objectives will be conforms with the priorities selected for the Mediterranean area development and with ICZM and Sustainable coastal tourism goals identified. Moreover, recognising the interrelationship between tourism and other sectors and processes including on the coastal areas will strengthen the strategy identified and its implementation. Thirdly, tourism policies should embrace sustainability aims at the outset. Sustainability should be seen as an objective for all tourism and not be the subject of a separate policy arena. For this reason, the evaluation of the trends of sustainability has been insert in this guidelines as an essential part of the planning process construction through the use of the sustainability toolkit. The sustainable toolkit allows to monitor the area status in terms of tourism sustainability before and after the plan implementation.

Finally, the role of stakeholders in the whole planning process, shortly reported in a specific box in this guideline, is an essential part of an effective tourism-driven strategic plan and would require more attention and a specific and detailed methodology. As a matter of fact, a primary requirement for governance structures for sustainable coastal tourism is for the effective engagement of different

stakeholder interests at all levels from national to local, while clarifying roles and responsibilities and ensuring sufficient capacity to deliver on them.

The guidelines should serve not only to influence developers but also as a reference point for all national and local government bodies and other parties involved in handling and commenting on proposals.

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## **ANNEX 1**

### **SAMPLE FORMAT OF A TOURISM-DRIVEN STRATEGIC PLAN**

#### **I. INTRODUCTION**

- A. Need for a Tourism-Driven Strategic Plan
- B. How the Plan is developed

#### **II. THE AREA'S KNOWLEDGE FRAMEWORK**

- A. Summary of threats and enabling factors affecting the co-evolution of tourism development in the area;
- B. Trends and status of tourism sustainability in the area;
- C. Existing plans and policies (governance)
- D. Description of the main area's priorities

#### **III. VISION, GOALS and OBJECTIVES**

- A. Community Vision and main goals
- B. Description of the identified strategic objectives

#### **IV. STRATEGIES and ACTION PLAN**

- A. Description of the strategic lines of action
- B. Tourism-driven strategic action plan

#### **V. MONITORING AND REVIEW**

- A. Plan review methodology
- B. Monitoring Progress and Evaluation of tourism sustainable status
- C. Plans for Reviewing and Refining the Plan

#### **VI. STAKEHOLDERS INVOLVEMENT**

- A. Stakeholders' involvement methodology
- B. Communication and information strategy

## ANNEX 2- List of indicators for tourism sustainability trends evaluation

Sets of indicators	Relevance to P.A. (High/Low)	Measurement with Quantitative data (Measurable/Not measurable)	Measurement with Proxy data (Available/Not available)	Measurement with Qualitative Data (Available/Not available)
<b>Core indicators</b>				
C.A1.1. % of tourism enterprises/establishments in the destination using a voluntary certification/labelling for environmental /quality/sustainability and/or Corporate Social Responsibility				
C.B1.1. Number of tourist nights per month				
C.B2.1. Average length of stay of tourists (nights)				
C.B3.1. Direct tourism employment as % of total employment in the destination				
C.C1.1. Number of tourists/visitors per 100 residents				
C.D1.4. Average carbon footprint of tourists and same-day visitors travelling from home to the destination				
C.D3.1. Waste production per tourist night compared to general population waste production per person (kg)				
C.D5.1. Water consumption per tourist night compared to general population water consumption per resident night				
C.D5.2. % of tourism enterprises taking actions to reduce water consumption				
C.D6.2. % of tourism enterprises that take actions to reduce energy consumption				
C.D6.3. % of annual amount of energy consumed from renewable sources (Mwh) compared to overall energy consumption at destination level per year				
C.D7.1. % of local enterprises in the tourism sector actively supporting protection, conservation and management of local biodiversity and landscapes				
<b>Destination Indicators: Di.Beach/Maritime tourism</b>				
Di.A4. Number of second homes per 100 homes in coastal zones*				
Di.B1. % of tourist infrastructure (hotels, other) located in coastal zones*				
Di.C2. % of beaches awarded the Blue Flag				
Di.C3. Costs of erosion-protection measures (e.g. sea walls.)				
Di.C4. Beach nourishment: sand volume and extension of the restored beach (m3 and m2)				
Di.D1. Existence of up to date tourism plans and policies (YES/NO)				
Di.D2. Existence of a land use or development plan (YES/NO)				
Di.D8. Existence of performance indicators designated for evaluating the plan developed and used(YES/NO)				
Di.D11. Existence and functioning of a representative coordinating mechanism for MSP/ICZM (YES/NO)				
<b>Destination Indicators: Dii.Urban/Cultural tourism</b>				
Dii.A3. % of total tourists visiting in peak month and average for the year				
Dii.B1. Total number of tourists per square Km in key sites (crowding/spatial distribution)				
Dii.C4. % of sites under a management and monitoring system for protection of cultural sites				
Dii.D1. Existence of up to date tourism plans and policies (YES/NO)				
Dii.D2. Existence of a land use or development plan(YES/NO)				
Dii.D8. Existence of performance indicators designated for evaluating the plan developed and used(YES/NO)				
Dii.D11. Existence and functioning of a representative coordinating mechanism for MSP/ICZM (YES/NO)				
<b>Destination Indicators: Diii.Cruising</b>				
Diii.A4. Number of ship visits per year (by month)				
Diii.A6. Average duration of stay in port (in days)				
Diii.A8. Average spending per cruise ship visitor (€)				
Diii.B1. Volume of fresh water on-loaded at port (m³)				
Diii.B2. Volume of waste accepted for disposal (solid, liquid) at port(m³)				
Diii.C1. Maximum capacity of docking facilities (number)				
Diii.D1. Existence of up to date tourism plans and policies(YES/NO)				
Diii.D2. Existence of Master Plan(YES/NO)				
Diii.D8. Existence of performance indicators designated for evaluating the plan developed and used(YES/NO)				
Diii.D11. Existence and functioning of a representative coordinating mechanism for MSP/ICZM (YES/NO)				
<b>Destination Indicators: Div.Recreational boating (Yachting/Marinas)</b>				
Div.A2. Number of yachts per year (by month)				
Div.A4. Average duration of stay in port (in days)				
Div.B1. Volume of fresh water on-loaded at port(m³)				
Div.B2. Volume of waste accepted for disposal (solid, liquid) at port(m³)				
Div.C1. Number of berths and moorings for recreational boating				
Div.D1. Existence of up to date tourism plans and policies(YES/NO)				
Div.D2. Existence of a land use or development plan(YES/NO)				
Div.D8. Existence of performance indicators designated for evaluating the plan developed and used(YES/NO)				
Div.D11. Existence and functioning of a representative coordinating mechanism for MSP/ICZM (YES/NO)				
<b>Destination Indicators: Dv.Nature/Ecotourism</b>				
Dv.A3. Total number of visitors to parks and to key sites				
Dv.B1. Number of sites/ecosystems/assets considered to be damaged or threatened (% of all defined systems/assets in protected area)				
Dv.B5. N° of visitors acceptable, according to the capacity of the equipment and facilities of the site (depends on capacity studies establishing limits)				
Dv.C1. % of site area occupied by rare or unique species				
Dv.C2. % of endemic species at the site				
Dv.D1. Existence of up to date tourism plans and policies(YES/NO)				
Dv.D2. Existence of environmental plan and management(YES/NO)				
Dv.D10. Existence of performance indicators designated for evaluating the plan developed and used(YES/NO)				
Dv.D13. Existence and functioning of a representative coordinating mechanism for MSP/ICZM (YES/NO)				
<b>Pilot area-specific indicators</b>				
P.A1.2. % shoreline subjected to erosion				
P.A1.3. Coastal area in degraded condition (low/medium/high)				
P.A1.6. Coastal flooding events per year(number)				
P.A2.1. Land occupied by artificial surfaces within the first 500m of coast (in %)				
P.A2.2. % of area designated for tourism purposes				
P.A3.1. Total tourist numbers (mean, monthly, peak) (categorized by their type of activity)				
P.A3.3. Water use (total volume in liters or m³ consumed and liters per tourist per day)				
P.A4.2. Rate of loss of protected areas				
P.A5.1. Total use of water by tourism sector (Tourism as a % of all users)				
P.A5.2. Energy use by tourism industry as % of total				
P.B1.1. Existence of a coastal planning management system				
P.B1.2. Length of protected and defended coastline (km)				
P.B4.8. Volume (m³) of sediments dredged per year				
P.C1.2. % environmental, social, cultural actions recommended in plan which have been implemented				
P.C3.1. Level of tourism sector involvement in public policy [advisory bodies, review panels etc]				
...				