



GOVERNANCE FOR TOURISM

COPING WITH TOURISM IN IMPACTED DESTINATIONS

by

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with the Assistance of

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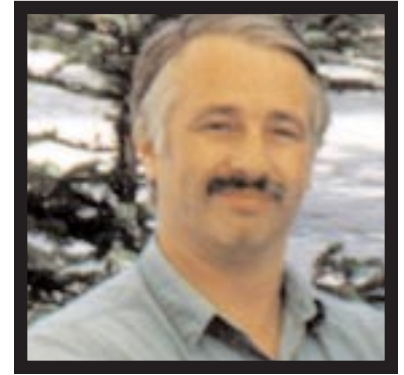
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ABSTRACT

COPING WITH TOURISM IN IMPACTED DESTINATIONS

The rapid growth of tourism, now one of the largest industries on the planet, brings new challenges to host governments. For many of the world's nations tourism is the largest source of foreign exchange and one of the strongest agents of change affecting their society and economy.

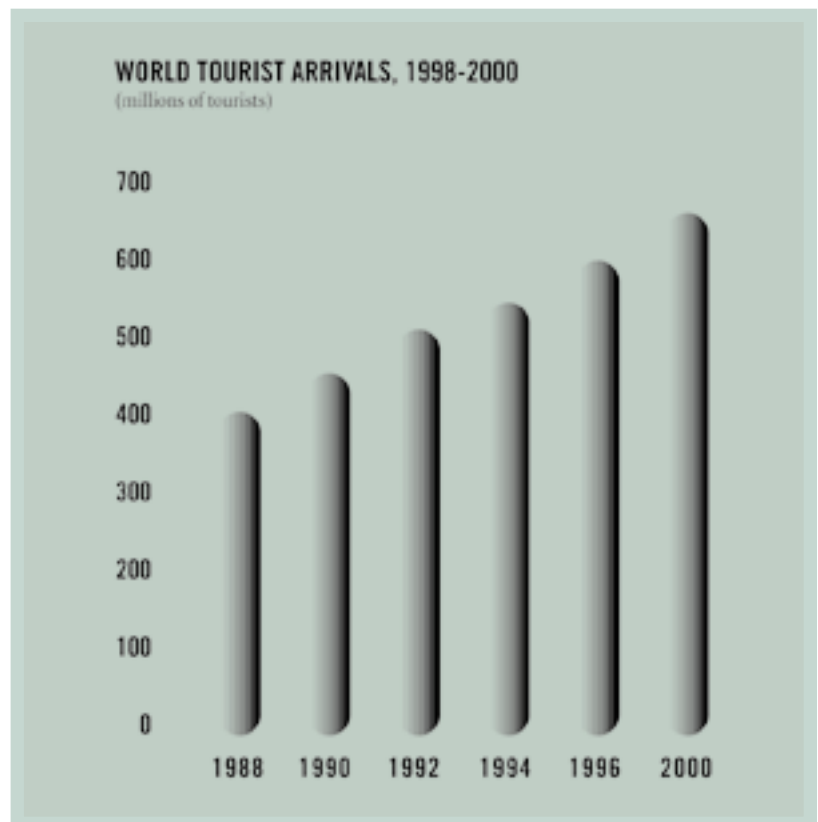
Small island nations, fragile coastal and mountain ecosystems and native cultures are among the most heavily targeted destinations. In many small nations, tourists outnumber nationals in peak seasons. Ratios greater than ten to

one of tourists to locals are common at popular beach destinations and cultural sites. Few of the world's nations are well prepared for the significant impacts of a rapidly growing tourism industry.

This paper addresses the specific challenges associated with the characteristics and impact of the tourism sector. It also examines some of the emerging models and success stories that may assist nations in using tourism as a positive engine of sustainable development at national and regional scales.

According to the WTO's forecast, tourist numbers will continue to grow into the 21st century. It is expected that by 2020, 1.6 billion tourists will be visiting foreign countries annually. This increase will add to the many challenges that the tourism industry must face.

Source: WTO, 1993, 1996, 1997





A HOTEL NEAR PETRA, JORDAN BLENDS WITH THE LOCAL VILLAGE ARCHITECTURE.

According to some observers, tourism may now be the single largest industry on earth (World Travel and Tourism Council, 1995). Tourism is certainly a very significant vehicle for north-south transfers of capital. Worldwide, tourism accounts for the largest migration of people in human history; this migration occurs every year. Unlike all other industries, the tourism industry takes the customer to the product, rather than delivering the product to the customer.

Tourism is also a fragile sector, dependent upon and sensitive to the state of the economy, society and environment which are its stock in trade. Disruptions can cause immediate loss of market, particularly if tourists are the targets of hostility, if beaches are polluted, or if public health is in danger. Even hints of disruption can have major effects, harming the images that tourism vends.

In 1991, a German television program showing an incidence of clear-cutting in the forests of British Columbia resulted in hundreds of calls from German travellers and agents inquiring if Canada's forests were still there, or if they should cancel intended vacations. Reports of tourists returning from parts of Africa with malaria or bilharzia, or from Eastern Europe with cholera, have immediate market effects. Acts of terrorism can nearly eliminate a sector, leaving private and public infrastructure unused (e.g., Egypt 1997).

One hurricane that receives wide publicity can ruin the tourism economy for years, even if the physical damage is quickly repaired. Mexico had to mount an immediate campaign to counter cancellations associated with the storm damage to Acapulco in autumn 1997, even though all damage directly affecting tourist areas was repaired within weeks, well in advance of the

winter peak tourism season.

For small island nations and many coastal states, tourism is frequently the dominant economic sector. Tourists bring foreign exchange, which can stimulate local economies through direct employment, purchase of goods, and multipliers such as service jobs, suppliers and home industries.

For small states, however, there remain concerns regarding the net benefits to the economy and society associated with tourism. Small states may find that most of the goods consumed by tourists arrive with them on the airplanes or boats. In extreme cases, there can be a net balance of payment deficits associated with the installation of the local infrastructure (e.g., water systems, airports, docking facilities, telephone systems) necessary to attract tourism. For small island nations, import substitution becomes a very large issue if they are to capture the benefits of tourism.

CULTURAL
ATTRACTIONS
LIKE THIS
FORMAL GARDEN
IN XIAMEN,
CHINA, ARE A
MAGNET FOR
TOURISTS.



While tourism may be an important source of economic benefits, continuing leakage of foreign exchange can greatly reduce net benefits to host nations. In addition to these economic stresses, tourism can also provide challenges to tourism managers in coping with the environmental and cultural stresses which tourism can cause.

The world's special places such as UNESCO sites, unique physical environments and fragile cultures are the prime targets for tourists at both a national and international scale. Beach environments are the principal target of mass tourism, with densities of use approaching urban intensities. In Malta, Barbados, Antigua and the Canary Islands, for example, tourists outnumber nationals for significant parts of the year. Natural sites like Canada's Banff National Park, Yosemite Park in the U.S., the Swiss Alps and

Victoria Falls in Zambia and Zimbabwe are among the world's most popular destinations, acting as tourist magnets for visitors who may remain to visit other attractions in the host regions.

Caribbean, Mediterranean and Indian Ocean beaches draw millions of tourists annually. In Italy in August, cars create traffic jams that extend many kilometers inland from the heavily stressed destinations; in some coastal villages there is no room even to park motor scooters or bicycles.

Tourism is viewed by many nations as a potential panacea to economic problems; particularly as a means to attract foreign exchange. (Egypt, Indonesia, Trinidad and Tobago and Brazil are all nations that feature tourism as an important element in their national development strategies.) For other nations, tourism is frequently viewed as

a key element in strategies to diversify resource-dependent economies, particularly in economically disadvantaged areas (e.g., Canada, Turkey, Mexico). As well, the tourism industry is probably the single largest vehicle for exchanges and learning between citizens of different nations.

Tourism certainly does have the potential to transfer large sums of money from relatively wealthy communities to poorer ones, and to foster a great deal of intercultural contact. Despite these characteristics, tourism is not the panacea some advocates desire; tourism brings with it unique challenges to those nations that wish to harness tourism as a positive engine of their development.



THOUSANDS OF YOUNG PEOPLE CROWD THE BEACH AT COSTINEȘTI, ROMANIA. THE PRESENCE OF OTHER YOUTH ADDS TO THE ENJOYMENT OF THE EXPERIENCE FOR MANY.

For those who must govern tourism destinations, the industry can stress their capacity in ways different from most traditional industrial sectors. Tourism is a unique industry that is growing rapidly and under some measures may now be the world's largest industry (WTTC, 1995). Whether nations desire tourism or not, they must increasingly deal with the consequences. The following is a partial documentation of the challenges associated with the peculiarities of the tourism industry. (See Figure 2 for a tabular portrayal of the challenges and responses associated with the nature of tourism.)

TOURISTS ARE NOT TAXPAYERS OR VOTERS

Foreign tourists make their demands known primarily through the marketplace. This occurs directly through the

decision on where to visit and what to buy, and indirectly through the industry representatives in the country (the operators and hosts).

Governments often need to deal differently with tourists than with residents. While some economic instruments (e.g., direct taxes on some tourism services, pricing of access to public facilities) can be applied, these are market sensitive; those not wanting to pay the taxes leave, unlike local suppliers who remain behind and whose primary means to effect change is the ballot box. Use of differential rates (with residents paying less than tourists for access to beaches, castles or parks) can be controversial with tourists resenting apparent exploitation. In some cases (e.g., visits to monuments in China) a black market emerges where "local" tickets are sold to tourists for less than the tourist rate.

MAGNITUDE

Tourism can overwhelm destinations even at the national or regional scale. The population of the central north coast of Prince Edward Island reaches nearly 200,000 in July compared to a year-round population of less than 20,000.

A study of tourism stresses in Malta in the late 1980s showed that there was less than 28cm of beach per tourist during the peak season. The beach resort of Villa Gesell, Argentina, swells from 17,000 in Winter to nearly 120,000 in January and February. Such numbers create management challenges for both the industry and those managing impacted destinations.

Large tourist numbers can also overwhelm infrastructure. Housing the visitors, providing basic services such as water supply, sewage and roads, and

controlling large numbers (even just supplying parking) can stress the capacity of local authorities. Maintaining cleanup, policing and public safety (lifeguards, rescue services) of heavily targeted destinations can require many paid public

employees. Yet, because the tourism industry is competitive and often has small margins, the ability to obtain revenues from the tourists or tourism enterprises to pay for the needed services may be limited. The ability to create and maintain infrastructure may

be restricted – particularly at seasonal destinations such as Newfoundland, Patagonia and Lapland that have tourist seasons that last less than ten weeks.

FIGURE 1
RATIO OF TOURISTS TO
POPULATION, BY
COUNTRY. THIS
FIGURE REPRESENTS
THE TOTAL ANNUAL
TOURIST NUMBERS
RELATIVE TO THE
NATIONAL
POPULATION.



Source: WTO, 1997

CULTURE AND EXPECTATIONS

Unlike local populations who can be contacted and affected by the country's education system, as well as by social pressures to conform, many tourists are oblivious to local values and are not easily contacted/influenced by the host government.

It is difficult to generalize about tourists: some may be exceedingly sensitive to local norms and customs and may have come to learn. At best, tourism can be a vehicle for cultural contact and learning. At the other extreme is the toxic tourist, insensitive to local values and capable of causing considerable havoc. Examples from the annals of tourism management include the stereotypical football club tour to Torremolinos or Malta; the sex tourist in Southeast Asia; or the tourist who enters a Turkish mosque wearing a bikini. Control of tourist behaviour that is offensive to the host community is a continuing challenge for host destinations.

Arrivals at the airport in Kuala Lumpur, Malaysia, are greeted with announcements prominently displayed above the baggage carousel documenting the fate of those caught trafficking drugs ("Malaysia has capital punishment"). This is one means of making clear to visitors the attitude of local authorities toward the violation of host country laws. Some Canadian border points clearly advise visitors that the importation of firearms is restricted and that firearms are subject to regulation and registration.

These advisories occur at the last point of contact with visitors before they enter the national territory. Initiatives to work with airlines, travel agents, visa-

issuing offices and others who contact visitors before they arrive, to sensitize them to laws, customs and advisable behaviours are alternatives but have not yet become common practice.

DEPENDENCE ON OTHER SECTORS

Tourism shares its resource base with many other sectors that are often insensitive to the values of tourists and the tourism industry. The tourism industry is often surprised by the decisions of other sectors that affect the tourism product. Decisions to close a church to tours, to clear-cut a region used by hikers (Clayoquot Sound, British Columbia), to flood a valley (Manapouri, N.Z), or to declare a village off limits to visitors (Maldives), all directly affect the industry, the experiences it can offer and the economics of destinations. No operator wants to round a corner with his tour boat to discover that all the trees on the fjord have been cut. (This occurred during a whale watching tour in British Columbia.)

European destinations can lose coveted blue-flag status for their beaches due to the pollution activities of others. Local mayors have lost their posts because of the loss of blue-flag status to local beaches in their regions. The economic results of such damage to tourist sites can include closed hotels, empty restaurants and unemployed vendors.

INDUSTRY FRAGMENTATION

The tourism industry comprises a varied grouping of services that provide the experiences sought by tourists. As a result, the industry is frequently frag-

mented, often without effective national organization. It can also be relatively invisible to authorities. Tourism is often an invisible component of accommodation, transport or food services, which may be organized in their own right. Even at a local level, there may be little direct contact or organization bringing together those who share a tourism resource or compete for the same market.

At the national or international level, the cost to tourism associated with fragmentation can be invisibility. Many nations that have a significant tourism sector may have no national ministry

WHOSE VALUES TO RESPECT?

Tourists and locals may not share the same priorities for development of destinations. Negotiation approaches seem to provide a partial solution to conflicting values. The key is in the identification of the suite of values of each of the stakeholders. Participatory approaches (consultations, round tables) help prioritize the values and can lead to negotiations regarding potential changes. Which values are negotiable and which are not? What are the limits of acceptable change to which parties? Failure to reach a mutually acceptable solution can lead to decline in relations identified so clearly by Doxey (1971), resulting in a decline in destinations and harm to the local community.

TOURISM VENDS
IMAGES... HERE A
BEACH IN THE
MALDIVES.



with clear responsibility for tourism (e.g., Canada) or may subsume tourism in a ministry with many other “cultural” mandates such as sport, native affairs, youth, the arts, broadcasting and so on (e.g., Australia).

To counter the relative invisibility of tourism as an important economic sector, the industry itself has begun to organize lobby for inclusion in the decision process. The existence of the World Travel and Tourism Council (WTTC), an organization of CEOs from the 75 largest international companies involved in the tourism industry, such as American Express, British Airways, Disney and International Hotels, is a result of the need to ensure that the interests of the sector are included on the international scene.

At the local level, the fragmentation of the industry has also resulted in costs to both the industry itself and the destinations it uses. While there are a growing

number of examples of operator organizations designed to establish the rules and codes of practice needed for shared resources (e.g., codes for whale-watching tour operators in Patagonia or codes of practice for ecotourism operators in Northern Canada), there remain many locations where the lack of organization has real costs. A tour that enters a village just behind another tour that has caused a disruption will likely be unwelcome.

No operator wants to have to clean up the garbage of those who abused the site. Where a fragile resource such as fauna is involved, a self-policing code may be essential. This can seldom occur unless the appropriate government authority is prepared to grant a degree of control to operators and to aid them in policing.

For example, the use of several rivers in the Western U.S., by rafting firms has been limited to “members” following a prescribed code of practice

regarding safety, cleanup and control of tourist behaviour. Operators failing to comply can be excluded or penalized. Those who are not members of the group are not allowed to sell trips on the river.

FRAGILITY OF THE TOURISM PRODUCT

Tourism is very sensitive to changes in the economic, social or environmental conditions of a destination. Precipitous declines in tourist arrivals can occur as a reaction to perceived problems. Terrorism in Egypt resulted in the loss of over 20% of tourism in 1993, and the 1997 shootings of tourists in Cairo and Luxor will probably result in even greater declines. The construction of numerous hotels may stop, awaiting stability of their market. This may, ironically, provide time for the nation to put in place improved construction standards, site planning and environmental controls that can better direct the rapid tourism growth (e.g., the Red Sea coast).

Environmental problems such as pollution can also create problems for the tourism industry. Cholera in Hong Kong’s Aberdeen harbour area closed nearly all the floating restaurants in 1994. Contaminated beaches or water supplies also have immediate negative effects on tourists and on the tour operators who may immediately seek alternatives.

Industrial pollution can degrade a tourism product. La Boca, Argentina, was a key tourist site with its old port and painted houses. The former artists’ quarter is currently in decline, at least in part due to the contamination of the Riachuelo river which flows by the harbour site. The Riachuelo bubbles with pungent chemicals and offal, and creates

an odour that is still noticeable for some time after the tour bus leaves the area. Few tour buses now stop at this fascinating site of the founding of Buenos Aires.

For beach destinations, a closed beach can mean closed hotels and empty restaurants. Such contamination can come from a range of sources (industry, oil spills, municipal sewage, etc.) and all can result in loss of tourists.

TOURISM STRESSES

Tourists seek the most interesting and often the most fragile environments. Successful tourism can carry the seeds of its own destruction, as excess pressures from tourism degrade the natural and cultural assets of key destinations. Overbuilding and lack of control on numbers and access can create stress levels that breach natural or cultural thresholds. Tourism is sensitive to losses or perceived losses related to the experiences sought by tourists. Yet few governments have the means to identify limits or thresholds for the values sought by tourists or held by communities.

What are the limits of tolerable change? Few jurisdictions have systems in place to monitor levels of use and stress effectively and to respond with appropriate controls where needed. It is also clear that efforts to recuperate from incidents of degradation are far more costly than most preventative measures. Negative images can stay with a destination well beyond the point where recuperation has occurred. On the Bulgarian Black Sea coast several resorts have now achieved Blue-Flag status which certifies a high level of cleanliness and management that meets international standards.

But the image of polluted Black Sea beaches still hinders efforts to market these destinations in much of Western Europe.

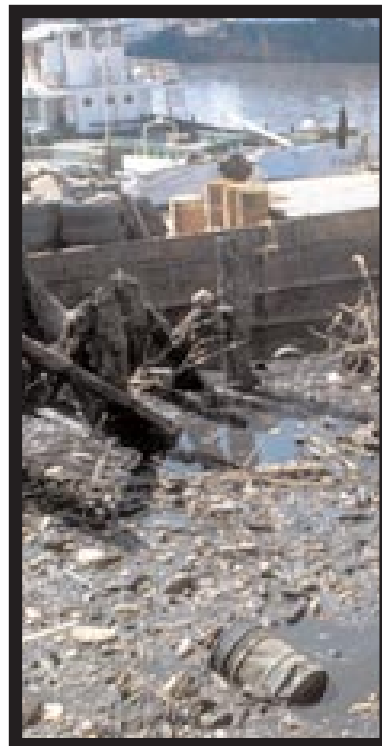
CONCENTRATION AND SEASONALITY

In many nations, tourism is linked to specific seasons either in their own nation or in the nations that are the source of their tourists. Beach and winter sport destinations are particularly affected by seasonal extremes. This means that large numbers may visit a community, a park, an ecological site or a cultural heritage site in some seasons, while there may be little demand in others. For example, in Norway, Patagonia and Newfoundland, the tourist season may last only for a few weeks in summer. In that time, thousands of tourists will visit sights and observe the local cultures. Where will they stay? Will there be sufficient services? Who will pay to build and maintain them? What will the infrastructure be used for in the low season?

In the Caribbean, tourism demand peaks during the northern hemisphere's winter, with low season in the late summer on most islands. Prices may rise steeply in peak demand seasons; low-season rates may provide no profit and simply help to cover staff fees and fixed costs. Few destinations can count on custom to be distributed evenly throughout the year. The shorter the season, the less time public institutions have to recoup investment.

PLANNING FOR NEW DESTINATIONS

New resorts can create immense pressures on regimes designed to manage smaller or



LA BOCA, ARGENTINA, ONCE A TOURIST HAVEN, THE PORT IS NOW SEVERELY CONTAMINATED.

more gradual incremental planning tasks. Resorts can represent new development within a very short time frame. A new area opened for international tourism can be the equivalent of a city. Resort complexes like Cancun, Mexico; Nusa Dua, Indonesia; or Egypt's Sinai and Red Sea coast can have immense construction under way with implications for the construction industry nationally. Developers seek rapid approvals, with large sums dependent on rapid construction. In some cases, the rules further stimulate rapid growth. For example, in Egypt, developers lose the right to coastal property if it is not developed within three years.

Even where some review procedures exist, the pressures for rapid development can overwhelm normal control and review processes. This can also contribute to corruption as the benefits from overlooking certain requirements, such as

SPAIN RECYCLES
CASTLES AND
MONASTERIES INTO
PARADORS
NACIONALES—
HIGH-QUALITY
TOURISM PROPERTIES
USING THE REVENUES
FOR PRESERVATION.



building codes or environmental standards, may be significant.

INFRASTRUCTURE

Tourism shares infrastructure with other sectors. While this common use can be beneficial, it can also cause problems for destinations. When well managed, tourism can be the catalyst that obtains new services for a destination such as a new seawall, an improved airport, and a wider variety of restaurants and public services. In contrast, tourists can overwhelm local users, overstress water and sewage systems in season, displace locals from transport systems, and occupy spaces in restaurants and on beaches that local people consider their own. Water, sewer, transportation, telecommunication and electrical systems may

need to be constructed to serve peak use levels. Peak use may be seasonal, but maintenance is required year round.

For many destinations, particularly smaller and island nations, infrastructure construction requires significant expenditures of foreign exchange as most materials and some expertise are imported. In the mid 1970s World Bank studies of infrastructure investment in small Caribbean islands showed foreign currency leakage, in some cases (e.g., Antigua), exceeding all tourist expenditures. For the period of expenditure for new infrastructure needed to serve tourists (e.g., new telephone systems, improved water, airports) the islanders were subsidizing tourism in the hope of future benefits from the industry.

GOOD SCIENCE – BAD DECISIONS

In Pulau Redang, a small island off the east coast of Malaysia, a thorough impact assessment reflecting international scientific standards was completed. The assessment predicted that the major resort development proposed for the island would draw down the freshwater aquifer, would cause erosion of unstable slopes, and could seriously harm the reef which encircled the island. As proposed, the resort development would exceed the carrying capacity of several of the island's natural systems. Limits to amount of development were recommended and strict conditions were suggested to limit slope disturbance, and means of construction.

Pulau Redang has become a cause celebre for environmental groups in Malaysia because nearly all of the predicted adverse effects came true. The slopes are eroding and siltation of the reef has eliminated many species and has clouded the water to the point where remaining species are hard to see. The island's freshwater aquifer has been drawn down and salinisation is evident. Resort owners have requested that the government fund a 40km pipeline to bring water from the mainland to serve the tourist requirements.

The local jobs predicted by the developer have failed to materialize and there have been negative effects on the fishery which used to be the main economic support for the local village. Despite the scientific data which identified important thresholds and limits to the carrying capacity of the site, the process to integrate the results of the environmental impact assessment with the plans for development was not effective (Friends of Pulau Redang, 1992). The Pulau Redang experience is certainly not unique. Similar examples of situations where science did not adequately influence the decision process are easily found on all continents. It appears that many decision-makers do not sufficiently recognize and accept the idea of carrying capacity as a means to reduce the risk of undesirable outcomes.

FOREIGN OWNERSHIP — MANAGEMENT

Many tourism enterprises are foreign owned and foreign managed. Large resort hotels, particularly in developing countries, are typically built with a combination of local and foreign funding and are frequently built with an expected repayment period of less than five years. The short period of recuperation of invested capital means that there may be little incentive to build structures or utility systems which will last. There is also limited incentive for hotel management (usually international management firms) to manage in ways which will sustain the property, environment and community in the long term. Chain managers normally spend two to five

years managing one property before they move to another. As a result, the ability of the community or the host government to influence the sector to help achieve longer term social and environmental goals can be limited unless building controls are in place. Often the state ends up in possession of properties abandoned by owners when the sewage system fails, the building begins to decay, or the market departs. Many Costa del Sol properties in Spain were abandoned in the 1970's when building deterioration or beach contamination made them unprofitable. The government was left with the sites and the problem of either rehabilitating them or tearing them down. Much of the current Spanish regulatory policy for coastal tourism dates from

this period and was implemented in response to the liabilities associated with the abandoned properties.

Foreign ownership and international management may also lead to currency leakage. Many international chains use international suppliers for goods and services – even if they are available locally. A further concern is that money that is made within foreign establishments is not circulated into the local economy. Yet currency controls, particularly limits on export of profits, can be a major barrier to investment. In Eastern Europe, such currency controls have deterred western hotel chains from participation in joint ventures which, most governments agree, are the best mechanism for capacity building in hotel management.



THE LOFOTEN ISLANDS OF NORWAY. SPECTACULAR SCENERY DRAWS THOUSANDS OF TOURISTS TO THIS REMOTE NORTHERN ARCHIPELAGO DURING THE SHORT SUMMER SEASON.

PERSONNEL MANAGEMENT

Tourism has a number of specific characteristics that challenge managers and the provision of appropriate governance. Seasonal destinations often face a problem of rapid turnover; employees leave and are replaced by others the following year. In Canada, many summer resorts rely on student labour. Hotels and lodges often close for the winter, staying open for as little as four months each year. New employees each year provides a great challenge for training.

In some destinations, local people do not take jobs in tourism either for economic or cultural reasons. For example, on the resort islands of the Maldives, many service jobs are filled by Filipinos or Sri Lankans. Maldivians, whose conservative culture may conflict with the behaviour of the visitors, chose not to fill these positions. At Victoria Falls, expatriate New Zealanders, South Africans and British hold down many of the tourism sector jobs because training remains a barrier to the hiring of some locals. Many tourism sector jobs are considered low-end (e.g., waiters, maids, groundskeepers, bellhops) and do not appeal to local people where alternatives,

including social assistance in wealthy countries, exist.

In much of North America and Europe, the tourism industry depends heavily on recent immigrants or visiting workers who are not fluent in either the host or visitor's language. Some use such employment as entry level jobs, leaving as soon as they have adequate linguistic skills or training to obtain better employment elsewhere. Again, provision of adequate training is a continuing issue, particularly as employer accountability for workplace health and safety, and for environmental management are institutionalized.

DISPERSED CONTROL

Governance of tourism remains problematic for both national and local governments. The industry involves a range of services and uses resources traditionally managed by specific sectors. Authority has often been spread among many departments and agencies both at the national and local levels. Who leads the planning and management of the industry? How do ministries of economic planning, environmental protection, infrastructure, regional

development, community planning and tourism interrelate? Who has the key coordination role? Why do some countries have no ministry of tourism? For example, Canada has no national ministry with a tourism policy function but it has ministries responsible for much smaller sectors in terms of GDP and employment such as agriculture or fisheries.

Some key areas of concern associated with dispersed control of tourism are the following:

- achievement of needed integration among the various parts of the industry (hotels, transport, restaurants, tours, etc.) both in the planning of products/packages and of delivery and management
- creation of partnerships between private sector and public sector; particularly for the planning and management of destinations
- provision of a suitable balance between the protection of cultural and natural assets and the provision of access for tourists
- resolution of the tension between national and regional/local priorities in product development, marketing

ACCOUNTING FOR TOURISM THROUGH SATELLITE ACCOUNTS

The World Tourism Organization has been the catalyst for efforts to develop effective satellite accounts for tourism. Based on the normal national accounting process, the satellite accounts attempt to show the costs and benefits associated with tourism that enable national level decision-makers to better understand the impacts of tourism on national (and in some cases regional) economies. The results of these accounting procedures, it should make it easier to determine whether more tourists mean more or less benefits to a nation. Is there an economic optimum number of tourists? What costs are associated with serving this industry? Tourism satellite accounts will also make more apparent the importance of tourism to national and regional economies and may lead to greater attention by governments in future.



METEORA, ONCE INACCESSIBLE, THIS GREEK MONASTERY IS NOW A CROWDED ATTRACTION FOR TOURISTS.

- and conservation of assets
- establishment of governing bodies at appropriate scales that reflect the needs of destinations and permit integrated planning and management of tourism properties and the resources which tourists use and affect (e.g. parks and their peripheral areas)
- establishment of enhanced visibility for the industry as a key player nationally and internationally

The generation of effective participation between all of the stakeholders will involve non-traditional partnerships and innovative institutions.

The tourism sector often defies simple description, involving participants as diverse as multinational hotel consortia, international airlines, local

operators and their international suppliers, taxi drivers, boat operators, wilderness guides and craftspeople. The description of the industry in terms useful to governments has been difficult and has required complex analysis to determine which parts of transport, food services, etc., are in fact attributable to the tourism industry and which would exist even if tourism was not present. Similar difficulty has been encountered in determining the effects of tourism on local and national economies through multipliers and derivative industries. The development of procedures for tourism satellite accounts has aided in the clarification of the importance of tourism but many governments are still unclear about the value and impacts of this important sector.

FIGURE 2
ISSUES IN
GOVERNANCE
FOR TOURISM

CHARACTERISTICS OF TOURISM	CHALLENGES FOR GOVERNANCE	TOOLKIT FOR MANAGEMENT
<p>Dependent on other sectors for its resources (natural, cultural, economic)</p> <p>Focussed on key localities, fragile and sensitive cultures and environments</p> <p>Visitors are often unfamiliar with local laws, values, sensitivities</p> <p>Some tourist demands may violate local laws and customs</p> <p>Tourism shares infrastructure with other sectors</p> <p>Tourists and operators are risk averse and very mobile</p> <p>Tourists arrive with specific demands which may not be locally available</p> <p>Significant differentials between economic status of visitors and locals</p> <p>The industry is fragmented - many operators and agents</p> <p>Much of the industry is owned/managed internationally</p> <p>Destinations may overlap local jurisdictional boundaries</p> <p>For many tourists, core values include ease of access, freedom of action</p> <p>Tourists may not behave as well as they would at home</p> <p>Tourists may tempt locals to violate norm</p>	<p>Integration of planning process, identification of core values and limits of acceptable change</p> <p>Identification and protection of key assets (natural and cultural), while permitting access to tourism)</p> <p>Control of tourism/tourists who may be different each season/year</p> <p>Clear definition of limits and education of both locals and tourists to these limits</p> <p>Integration of infrastructural planning to serve both tourism and locals</p> <p>Anticipation and prevention of incidents which may harm tourists or the industry</p> <p>Control of imports of goods and services for tourism, import substitution, development of local products</p> <p>Management of a dual economy, equity considerations, control of negative impacts</p> <p>Facilitation of cooperation between private sector, government and community, fostering industry associations</p> <p>Control of impacts on the economy, standards, currency leakage, image marketing etc.</p> <p>Development of institutions which suit boundaries of problems/issues</p> <p>Implementation of controls which respect national values but do not offend visitors</p> <p>Implementation of controls which respect national values but do not offend visitors</p> <p>Implementation of controls which respect national values but do not offend visitors</p>	<p>Ecological/integrated planning Full risk audits</p> <p>Community consultation Round Tables Indicators Destination and facilities audits</p> <p>Codes of practice for operators and tourists Site management Demand management</p> <p>Codes of practice Education and sensitization Demand management</p> <p>Carrying capacity/sensitivity studies Integrated planning</p> <p>Public security, information Crowd control Indicators</p> <p>Integration of tourism with economic planning Government/industry partnerships Economic instruments</p> <p>Economic instruments Codes of practice Risk management</p> <p>Partnerships Codes of practice</p> <p>Negotiation International partnerships to reduce cutthroat competition Standards</p> <p>Integrated destination planning Destination audit</p> <p>Codes of practice Voluntary compliance Indicators</p> <p>Codes of practice Voluntary compliance Enforcement Indicators</p> <p>Education Standards Enforcement</p>

GOVERNANCE AND TOURISM DEVELOPMENT



INTERACTION WITH LOCAL CULTURE AND CUSTOMS IS A KEY PART OF THE TOURIST EXPERIENCE FOR MANY.

The establishment of appropriate institutions to manage the tourism sector and its impacts continues to challenge most regimes. While some very promising models exist, particularly in smaller jurisdictions and at local levels, the broader application of these is significantly limited by cultural factors.

For example, the very sensitive ecologically based planning in place in the Maldives relies on strong central control, to the extent that each tree is the property of the central government and even minor alterations to an island require prior permission. The product of this strong central planning process is a very high quality high priced tourism with minimal negative impact on the ecology. But the transferability of this model to other jurisdictions is limited because in nations where individual property rights are more strongly estab-

lished, governments tend to exercise less direct control on land use decisions. However, the Maldives model may be applied to state lands and to protected areas. There continues at all levels to be a tension between the need by governments to control impacts and the need for flexibility at local levels to best serve local and tourist needs. While strong control can reduce risk to the resource and enhance personal security, some tourists find limits and controls to be oppressive, thus reducing the value of their experience.

Governance of tourism requires flexibility and the use of innovative solutions to deal with the range of effects unique to this industry. The responses and models discussed below have been identified through work by the Centre for a Sustainable Future staff in over 40 countries on all continents. These are

presented in the form of some general lessons, with specific examples to illustrate current and potential applications.

PLAN DESTINATIONS, NOT TOURISM

The reliance of tourism on the natural resources owned and managed by others, and on the continuing good will of the inhabitants of the destinations it uses, means that tourism cannot be planned or managed in isolation. The regional planning process is critical to the ability of the industry to make its needs known. Yet often there are no organized bodies with boundaries suited to the area impacted by tourism activity. For example, parks frequently control access and activities within their boundaries but have little effect on the development on their boundaries. Entire communities like Victoria Falls,

Zimbabwe, or Canmore, Alberta, Canada, owe their existence to the park which abuts them.

Integrated planning which incorporates all of the effects of tourism remains a challenge. Communities may be the best focus for such planning efforts, but broader efforts such as region-wide sustainable development strategies or conservation strategies show good promise as integrative instruments which can serve to combine community values with those of the tourism industry.

ISOLATION OR INTEGRATION?

Do we manage tourism as part of our society or do we keep it in isolation? Most host communities seek some degree of integration of tourists into their society. Many tourists seek cultural contacts as a key part of their tourism experience. Other segments of the market seek security and homogeneity. For the latter group, integrated resorts often seek to isolate tourists from locals and to closely control the circumstances of contact with the world outside the walls of the resort compound. It is interesting to note that in discussions on the development of environmental management plans for prisons, Club Med has been used as a reference point; an isolated full-service facility serving a population where contact with those outside the walls occurs only in tightly managed circumstances. Isolated resorts are more readily controlled, but may also bring fewer benefits and multipliers to the local communities. In nations where there is civil unrest or where services are lacking, the isolated resort may be a means to obtain tourism by keeping the tourists away from problems. Package tours may

SASKATCHEWAN FIRST NATIONS COMMUNITY GUIDELINES

A series of formal consultations with the First Nations' Elders of Saskatchewan were held in four forums during July 1995 - February 1996. They were held in efforts to involve the First Nation's community in the planning of a commercial tourism market around First Nation's cultural and historical products.

ECO-TOURISM/ADVENTURE TOURISM

- elders felt it was an opportunity to showcase traditional lifestyle and practices of First Nations peoples.
- tourists must be sensitive to the environment - respect for wildlife and no human pollution.

CULTURAL TOURISM

Development of Historic and Archaeological Sites

- must be evaluated on a site-by-site basis.
- elders will determine, in concert with developers, the physical facilities and the suitability of the attraction which are open to public viewing/experience.
- particular sensitivity must be given to not disturbing burial grounds or grounds which were used for sacred ceremonies - the Elders will identify which areas will be off limits to tourism.
- local Elders will help in the process for developing a historical sites and work directly with the development proponents on the design and marketing of each specific attraction.

Museums, Institutions and Cultural Centres

- suitable attractions to be promoted...they are already under firm First Nation's policy and meet cultural appropriateness criteria.

Ceremonies and Cultural Events

- extent of tourist participation in local ceremonies will be determined by local Elders.
- pow wows and festive events will be open to the public
- sacred ceremonies will not be open for public consumption
- demonstrations of traditional lifestyles and practices are enthusiastically supported product development opportunities, as well as re-enactment of historical events.
- dance tours, demonstrations, performing arts, must not be modified to exploit or meet false expectations

Product Marketing - Souvenirs and Consumer Goods

- elders are in support of marketing traditional crafts and replicas, however object to fraudulent or crass commercialization of some aspects of this component of tourism.
- marketed crafts and art work must have "certification of authenticity" and will put a "stamp of approval" on all products to indicate that they are genuine.
- sale of sacred objects is strictly prohibited, this includes replication of these objects.

POTENTIAL STEPS IN PUBLIC PARTICIPATION

INITIAL CONCEPT participation in choosing which areas are to receive policy attention and in helping to define which issues are important and deserve attention.

PROBLEM DEFINITION helping to clarify the elements of issues and to identify the causes and prioritization of problems.

IDENTIFYING OPTIONS helping to suggest potential solutions and in identifying the need to develop better information to aid in solution development.

VALUES AND CRITERIA participating in the identification of the important values to be respected and in defining the criteria to be used to review options.

PROPOSAL REVIEW participating in the review of proposed solutions, particularly relative to their own knowledge, needs and values.

OPERATIONAL PLANNING participation in the identification of potential roles and activities needed to fully implement the policy or program (particularly if it will involve their own input and action).

ACTION direct participation in carrying out all or part of the program or project.

REVIEW participation in the ongoing review of the impact of the program or policy or of the project to help in feedback so that adjustments can be made.

EVALUATION participation in the evaluation of the program or project - providing reaction to the programs from the perspective of each individual or stakeholder group.

MONITORING participation in the process of monitoring of ongoing results and effects during and at the end of the program or project.

While public participation can occur at all of these stages, some public participation processes in North America have resulted in excessive involvement which has produced very lengthy review processes and absorbs much time and effort. Yet each step provides useful input and information which can assist in the decision process and the avoidance of unacceptable risks or unwanted effects for both tourists and residents.

take the tourists directly from the airport to a safe haven where their needs are served. In some tours, many tourists never leave the compound except by bus to the airport and may never meet a native of the country that they are visiting.

While the integration of tourists into the local culture may stimulate a derivative economy (e.g., crafts, entertainment, tours) and lead to some positive inter-change, some societies have elected to limit the degree of contact for a range of cultural, economic or political reasons. In the Maldives, community islands are essentially off limits to tourists in order to protect the values of the Muslim residents. Until recently, communist nations like Russia or China carefully controlled contact between visitors and nationals as part of a broad regime of centralized control of education, culture and the economy. A decision to concentrate tourism development at specific destinations (e.g., Cancun, Mexico and Hurghada, Egypt) can serve to focus tourism in certain locations and lessen stresses on others. In contrast, the development and marketing of tourist routes may be a de facto decision to enlarge contact between tourists and residents, with all the related costs and benefits.

LOCAL COMMUNITY VALUES AND PARTICIPATION

Tourism management which respects the values of the indigenous community is essential if tourism is to be a positive contributor to the sustainable development of destinations. This requires a form of governance which is sensitive to both the values of the tourists and those of the local communities. A participatory form of planning at the local level seems essen-

MONTE ALBAN,
MEXICO. TOURISM
OFTEN PROVIDES
WORK FOR GUIDES,
CRAFTSMEN AND
OTHER SERVICE
INDUSTRIES.



tial (even with central control in the Maldives, village councils are consulted before decisions are taken). Round tables, open planning processes which routinely involve all stakeholders in the definition and evaluation of options, and the creation of ongoing public advisory bodies are all positive measures in the identification and prevention of unacceptable outcomes. The employment of broad advisory bodies tends to reinforce rather than impede elected bodies, although this is not always without some costs to time and process. At the least, governing bodies may choose to use a broad research/consultation process to identify key values and a further consultation process as a fail-safe exercise to allow omissions to be identified before a project is implemented. At the other extreme (used in some North American jurisdictions

during impact assessment and environmental planning processes), up to ten steps in consultation can be used; resulting in a lengthy procedure which many consider to be excessive (see box, page 15).

What is clear is that many community values may not be evident unless some research takes place (e.g., to identify traditional fishing grounds or historic places). A consultative process, especially at the local level, appears to be the most effective means of identifying these. Participatory processes also help in identifying which values are negotiable and which may be considered sacrosanct.

EQUITY ISSUES

The effective control of tourism frequently involves equity concerns. Do nationals have equal access to the

resources of their own country or do tourists take preference? Many governments have begun to consider the use of a variety of economic instruments to aid in tourism management. For example, higher prices may help to limit numbers in sites or establishments where the demand exceeds the capacity. But is the net effect to exclude locals, students and elders from the site? Should differential rates be charged to foreigners and locals? How can a nation obtain the optimal benefits from tourism without negative effects on either the tourism industry or the local community?

The answers have not proven easy, particularly in a very competitive international tourism market. While a number of economic instruments can be employed to achieve tourism management goals, many have significant equity implications (see part 3 below).

Tourism jobs are frequently low-paid with limited stability or opportunities for advancement. In the international tourism trade, management is often imported. This can limit upward mobility for locals. At the same time, foreign management can be a vehicle for access to “on-the-job” training for nationals. Negotiation of appropriate access to more senior jobs and/or training in the industry may be an important role for governments who must deal with the tourism industry.

FOSTERING INDUSTRY SELF-REGULATION

While some tourism services (e.g., hotels, bus companies, attractions) are state-run in many nations, the private sector is an important part (often the dominant part) of the tourism industry in most nations.

THE HOTEL UCLIVA; A RURAL HOTEL BUILT AND OPERATED ON ECOLOGICAL PRINCIPLES (RIGHT)

The Hotel Ucliva is a small cooperatively run hotel situated in the tiny village of Waltensburg in southeastern Switzerland. The Hotel exemplifies the principles of “green tourism” in several respects. It is constructed primarily out of local and traditional materials. Efficiency and conservation are emphasized with local fuel supplying most of the energy requirements. Most foods are locally purchased with an emphasis on organic produce. Most waste is recycled. Whenever possible, employees are local residents and employment policies are highly egalitarian with above-average industry wages and relatively little worker-management demarcation. The project has aided in the diversification and stabilization of the local economy, while minimizing adverse environmental impacts.

Hawkes & Williams, 1993



The dispersed nature of much of the industry makes it hard to regulate and where regulations exist, they are difficult to enforce. While most governments have some inspection authority over privately owned and operated accommodation and food services, often linked to the licencing of establishments, other parts of the industry usually lack any similar standards. In most nations, tour operators, guides, travel agents, boat operators etc., are unlicensed and unregulated. A tour group may be miles from the nearest official when the guide violates a law against hunting or harassment of wildlife.

Governments may wish to foster alternative forms of governance for parts of the industry, including agreed codes of practice, self-policing and reporting regimes, and means to use the interests of the clients (tourists) and the industry

itself to advance sound practice. As one example, the cruise ship industry has made advances in adopting codes regarding control of waste from ships. In several recent cases, passengers reported violations; some resulting in penalties for the cruise lines.

SEEKING SUCCESS STORIES

The tourism industry continues to seek success stories which can guide future tourism development towards a more sustainable path. The identification of successful models and the education of others about these is an important government role. Most of the tourism industry remains in private hands (although many of the destination attractions are public museums, parks, historic sites) and delivery of much of the tourism product will continue to be led by the private sector.

There is a growing catalogue of success stories from different parts of the industry (e.g., Williams and Hawkes 1993), which show potential. Access through electronic bulletin boards (apc.org, trinet, WTO) has made it easier to find examples of success stories ranging from green hotels to ecotours to eco-efficiency in the transportation industry. Recycled castles in Spain, community-run village experiences in Crimea, and models of cooperative regulation of whale-watching from Patagonia and the Gulf of St. Lawrence all show possibilities which may be worthy of replication or adaptation to similar issues in other countries. Access for all those who need it remains a problem, particularly for small dispersed operators and for residents of developing countries.



FIND THE HOTEL! OTTOMAN HOUSES HAVE BEEN RECYCLED TO PROVIDE SENSITIVE SMALL AUBERGES WHICH BLEND INTO THIS HISTORIC VILLAGE IN CENTRAL TURKEY.

The final part of this paper focuses the issues and concerns previously listed in this paper and examines a range of solutions for the creation of a more sustainable form of tourism in the future interest of both the industry and the welfare of host nations. The solutions range from broad national strategies to more specific instruments which aid in the planning and management of specific destinations and tourism products.

NATIONAL STRATEGIES – MORE TOURISTS OR MORE MONEY?

National tourism strategies can be a key to successful management of the tourism sector but seem difficult to establish, particularly for larger nations. Where national tourism strategies do exist (e.g., Trinidad and Tobago, Malta, Brazil's coastal zone, Egypt), the strategy

can provide a framework for a range of delivery mechanisms. Such a strategy can also integrate a range of objectives from different stakeholders and serve as a point of reference for the industry in its dealings with other sectors and with the planning process at the national and regional level. For example, the new regional strategy for tourism development of Trinidad's north coast is to be framed within the broader national strategy objectives.

Federal states have found it much more difficult to obtain consensus on national tourism strategies than unitary nations, frequently leaving the planning and integration role to provinces or states.

The national government's role in Australia, Canada, or Great Britain focuses primarily on broad marketing of the nations' tourism abroad; leaving

product development and destination management to lower order governments or to the industry itself. Even so, regional development agencies from the national governments have become involved in tourism as a means to aid in the diversification of regional economies.

A key focus for national tourism strategies should be the number of tourists desired. Governments have often assumed that more tourism necessarily means more revenue, but statistics do not support this relationship. Large numbers of tourists may require additional investment resulting in little net revenue.

An alternative for some nations, particularly those with unique attractions (e.g., world heritage sites, unspoiled tropical reef systems), may be to court a limited number of high-end

THE WORLD'S TREASURES, SUCH AS THE GREAT WALL OF CHINA, ARE A TOURISM MAGNET FOR ENTIRE REGIONS.



tourists, each of whom leaves a significant sum behind. Spain's Parador Nacional system of exclusive hotels in former castles and convents has in fact created a high end market which is largely separate from the coastal mass tourism for which Spain is noted. Both the development of the exclusive Parador trade and the systematic upgrading of Spain's mass tourism products are part of the national tourism strategy. Nations without such a strategy essentially let tourism happen rather than attempting to direct its impact on the national economy, society and environment.

DISPERSION / CONCENTRATION

MARKET SPLITTING / IMAGES

With the exception of small states, where the nation can be considered to be a

single destination, many nations contain discrete regions and may also feature a range of tourism products. Aruba, Jordan or Fiji may each be considered a single destination for international marketing purposes but even small states can obtain some differentiation (e.g., Gozo can be marketed separately from Malta, the Grenadines as a different destination from St. Vincent, or the Galapagos Islands separately from the rest of Ecuador). For some larger states, the specific marketing of a city (London), a region (the Greek islands), or a specific destination (Ocho Rios, Jamaica), can bring benefits and reduce the risk of loss of markets in the event of a disaster. Mexico has achieved significant differentiation between its major destinations so that reports of hurricane damage to Acapulco or unrest in Chiapas

State are unlikely to adversely affect tourism arrivals at other major Mexican destinations like Cancun or Mazatlan. Egypt markets Sinai separately from other Egyptian destinations to the extent that surveys show many tourists arriving in Sinai do not appear to realize that they are in fact in Egypt. This may insulate it from the repercussions of recent terrorism in the Nile Valley. The joint marketing of tourism routes such as the Silk Road and Ruta Maya can also result in new products. These appeal to different niche markets than those currently sold in nations along the routes.

CARRYING CAPACITY AND THE DECISION PROCESS

Better analysis of the link between tourism and the environment will only make a difference if the institutions and mechanisms are in place to clearly build environmental knowledge into the decision-process. While the science of identifying stress/response relationships and predicting environmental and cultural impacts is improving rapidly, a key problem is that predictions of unacceptable potential outcomes have often been ignored or undervalued when it comes time to take the actual development decision. Even if we can predict that a mangrove will be destroyed, a view impaired, or an important habitat or monument damaged, the decision-maker still has the problem of weighing this against such values as job creation or the capture of foreign exchange. There are no easy means to do this. The decision is ultimately determined by national or regional priorities; frequently as expressed in a national plan or

regional strategy document. The planning challenge for sustainable tourism is to provide the decision-makers with the key information they need to avoid unacceptable and inadvertent damage.

For example, the development of Pulau Redang (see box in Part 1) can be viewed as a problem in the establishment of priorities. One promising approach involves the inventory of all assets of a destination and the examination of each asset's sensitivities to different levels or types of development (Manning and Sweet, 1993). Using this type of approach, each element of a destination's environment is separately identified; permitting each stakeholder to address the limits of acceptable change and to address the question of thresholds (ecological or cultural). Within this approach, the clear identification of sensitivity or of carrying capacity can support better decision-making; the trade-offs which must be made are visible and accountability is therefore reinforced.

INDICATORS AS AN EARLY WARNING SYSTEM

One initiative which may aid planners at national and regional levels to better identify emerging environmental problems and to evaluate the results of their actions is the WTO Environment Committee program to develop international indicators of sustainable tourism. Begun in 1991, this initiative is designed to help provide, on a regular basis, standard data on key elements of sustainability at a national level. It is expected that it can act as an early warning system for tourism sector managers to reveal trends which may require timely planning or management (Manning, 1993).

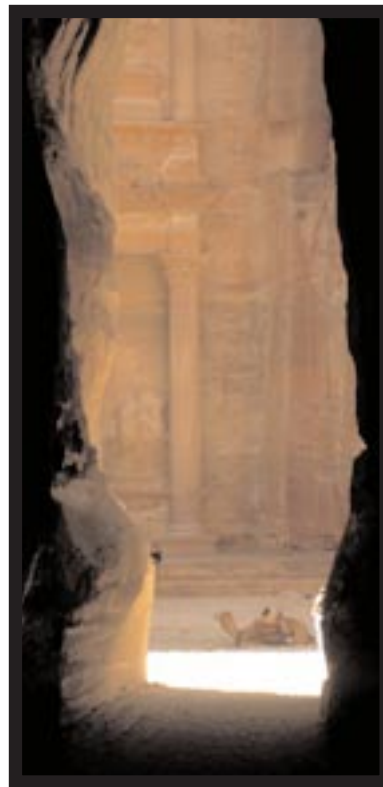
Indicators permit early action to contain or prevent potential damage.

TOURISM CARRYING CAPACITY

There is no one variable that defines carrying capacity, but rather a range of possible combinations of uses over the long term. The means to measure carrying capacity must therefore reflect all of the following concepts:

1. The range of biophysical capacities of the environment; in particular the state of key attributes required by each potential user.
2. The range of products and services presently supported by each part of the environment; who or what now uses this environment?
3. The sensitivity of each part of the environment (both natural and cultural) to our actions; how fragile is the environment to change and what are the limits to acceptable change in each attribute?
4. The impacts of our actions on the capacities and the resulting effects on the ability of the environment to continue to support the full range of functions; what is lost to whom if we change certain attributes (intentionally or as unintended impacts?)
5. The sensitivity of the key values to change - how much can be changed and still maintain the valued parts of the existing situation?

The reason we require some form of measure of carrying capacity is to reduce the risk of unknowingly stepping over biological or cultural thresholds with results which degrade our product, adversely affect others or turn away custom.



TOURISTS CROWD THIS NARROW PATH DOWN THE CANYON TO THE NABATEAN BUILDINGS AT THE WORLD HERITAGE SITE OF PETRA, JORDAN.

Work by WTO has produced an indicator development process that responds to the key risks of each destination, for example, monitoring whale numbers in Peninsula Valdes, Argentina. Early in development of the tourism site, the indicators process helps to establish baselines and to clarify risks. As a monitoring process, the same approach becomes an ongoing management tool to respect carrying capacity. Where estimates of cultural sensitivity or ecological thresholds exist, such indicators can be used to warn of trends which may eventually threaten to change the site; a form of early warning system. Test applications of the WTO's indicators have recently been completed on important tourism destinations in Canada (Prince Edward Island beaches), Mexico (Tuxtla region), the United States (Florida Keys)

and Argentina (Villa Gesell beach resort and Peninsula Valdes natural heritage area). Test applications will be expanded to several other destinations in the coming years. Initial use of the indicators of key stresses and responses have been positive although some of the information needed to support them has been hard to obtain.

In use, the indicators can serve as an early warning system for destination managers regarding potential threats to the sustainability of their destinations. The WTO initiative has produced a core set of indicators for use in all tourism destinations (Figure 3). These core indicators cover areas of ecological and cultural stress and levels of management and risk to the tourism product and to the ecology and society of destinations. The base set is the minimum to be considered for destination management. Each specific destination will have its own set of risks and conditions that will require additional indicators to be custom-developed for the site.

In supplementing the twelve core indicators, ecosystem-specific indicators have been proposed for different types of destinations including mountains, coastal zones, small islands, small communities, managed wildlife areas, cultural sites and unique ecological sites, and sensitive ecosystems. For example, the supplementary indicators for mountain destinations cover such areas as loss of flora and fauna, erosion, access, crowding, solitude, aesthetics and water quality (World Tourism Organization, 1997). The indicators are seen as a management tool which will aid in anticipating and preventing unwanted effects; in particular threats to the sustainability

of the destination. A further application can be performance measurement. When tied to clear planning procedures, the indicators can be fashioned to respond to specific targets and used as measures of management performance relative to the targets and to higher order goals for which the targets are specific milestones.

HOLISTIC PLANNING

Tourism seldom controls the majority of the resources central to its sustainability. While a site-focused environmental impact assessment can be of considerable value in identifying key biological and physical factors which developers, or those who regulate them need to know, we are learning that it is often an incomplete approach and may miss many important considerations and effects. In particular, site-specific reviews will often miss impacts that occur off the development site (e.g., damage to downstream communities, fragile ecosystems) and effects which are the result of many small actions, each of which appears too small to be important (e.g., the cumulative impact of pollution from hundreds of small villas on lake water quality). As well, it is essential to be aware of what else is occurring within the region with potential effects on the resources needed for tourism. Only through a more comprehensive region or destination-based planning process can all of the sensitivities and values be identified and weighed appropriately.

Tourism cannot be planned in isolation from the planning process for the entire destination. The values central to tourism are included in those affected by any community, land use, protected

area, infrastructure, and transportation plans of the area. Therefore, it is important for the tourism industry that a comprehensive form of planning occurs. In Clayoquot Sound on Vancouver Island, a longstanding dispute between loggers and environmentalists largely ignored tourism which played the role of a nearly invisible third party dependent on the same area. For over a decade, dialogue between forestry interests and environmentalists focused primarily on how much was to be cut and how much was to be preserved. Only when a more comprehensive dispute resolution/planning approach was initiated, were the values of the tourism industry made visible. The interests of the tourism sector overlapped with the interests of both of the antagonists. Tourists wanted prime old growth timber stands kept but made accessible. The tourism industry valued vistas of unspoiled forests from the roads and waterways; these were the bread and butter of the guides, sea kayak expedition firms, whale watching cruises, and outfitters. At the same time, the access provided by the logging roads was important to many. A more comprehensive planning process has resulted in a plan of compromise, which satisfied most of the requests of the region's tourism industry.

ECOLOGICALLY BASED SITE PLANNING

At the level of the individual property or resort development, effective site planning is key. Adoption of a more ecologically or holistic form of site planning can help reduce the ecological footprint of tourism. The process involves a thorough inventory of the assets of a site and its

FIGURE 3
WTO CORE
INDICATORS OF
SUSTAINABLE
TOURISM.

INDICATOR	SPECIFIC MEASURES
Site Protection	Category of site protection according to IUCN index.
Stress	Tourist numbers visiting site (per annum/peak month).
Use Intensity	Intensity of use - peak period (persons/ha).
Social Impact	Ratio of tourists to locals (peak period).
Development Control	Existence of environmental review procedure or formal controls over development of site and use densities.
Waste Management	Percentage of sewage from site receiving treatment. (Additional indicators may include key structural limits for other infrastructural capacity on each site (e.g., water supply).
Planning Process	Existence of organized regional plan for tourist destination region (including tourism component).
Critical Ecosystems	Number of rare/endangered species.
Consumer Satisfaction	Level of satisfaction by visitors (questionnaire based).
Local Satisfaction	Level of satisfaction by locals (questionnaire based).

COMPOSITE INDICES

CARRYING CAPACITY A

In development as a composite early warning measure of key factors affecting the ability of the site to support different levels of tourism.

SITE STRESS B

In development as a composite measure of levels of impact on the site - its natural and cultural attributes due to tourism and other sector cumulative stresses.

ATTRACTIVITY C

In development as a qualitative measure of those attributes of the site which make it attractive to tourism and which can change over time.

Note: In addition to these indicators, further sets have been defined for key ecosystem types (coasts, mountains, fragile systems, cultural sites etc.). As well, a risk-scan process has been developed to identify key destination-specific additional indicators which may be needed.

Source: Manning et al., 1997

CROWD CONTROL AND
SITE MANAGEMENT
ARE CRITICAL ISSUES
FOR THE GIZA
PLATEAU.



surroundings (see Manning and Sweet, 1993) and the analysis of the sensitivity of the key cultural and ecological values of the site to the proposed development. At the site level, an approach designed to reduce the risk of unacceptable changes to key values is adopted. The key sensitivities of the site are known and built into any tourism development. Some parts of a site may be robust while others may require isolation and protection. If the potentially sensitive areas are known, many of the other design and crowd control approaches listed here can be employed. This approach has permitted the sensitive design of resorts such as Ramada's Queensland hotel. Ramada Hotels constructed a hotel in

Queensland, Australia on ecologically based design principles. Built within a sensitive natural system of melaleuca trees, the Ramada Great Barrier Reef Resort used a site-sensitive design and construction methods that respected the natural heritage of the site. All of the trees were preserved by using a construction method which avoided the tree roots and protected the trees. Ramada executives placed a \$10,000 Australian cash bond on each tree on the site and builders complied with the bonds to ensure that each tree was left undamaged. In addition, a free-form pool was designed and constructed around the root systems of the trees, providing a unique experience for guests

to enjoy the grove environment (Hawkes and Williams 1993). Without such measures, the construction could easily have irreparably damaged a sensitive area which had a low capacity or resilience for soil disruption. While some might argue that no development should be permitted on such a site, the design solution protected the most important identified natural values while allowing access to and enjoyment of the melaleuca grove. Use of buffers, berms and planting may also assist in the isolation of tourism activity from sensitive parts of sites.

DEMAND MANAGEMENT

Do we really want more tourists? How many is enough? Overrun with tourists, some popular destinations are now using a range of demand management tools to try to reduce tourist numbers and to enhance the net gains from each tourist. Several means exist which can result in limiting numbers of tourists. Strategies designed to reduce numbers at a site or to disperse impacts include:

Pricing Designed to reduce numbers visiting controlled sites, high prices eliminate those who are not willing or able to pay, thus raising concerns over equity. For high-draw sites, even high entry prices may not deter excessive demand. Despite lift charges of \$50 per person or more, lifts to the top of Alpine peaks such as Mont Blanc or the Zugspitz still have long lines and three hour waits during both summer and winter peak seasons. For seasonal locations, consideration can be given to pricing desirable days higher than days likely to be cool or rainy or otherwise unsuitable, or to price

different days of the week and times differently (many North American ski resorts try to spread custom by lowering prices very early in the day or in evenings). Hotels in Europe and America have often used differential pricing to try to take advantage of the market (e.g., normal rate \$80, summer rate \$120, weekends in autumn \$50).

Quotas Particularly for consumptive uses like sport fishing or game hunting, where the numbers desired can be clearly defined, a quota system can be established limiting access. Quotas can be sold, auctioned or allocated by lottery. Ideally, the quota for each area is established on a scientific basis.

In Canada, rights for sports fishing are allocated for specific lakes or streams and there has become, over time, a capitalization of some of these rights to the level where locals can no longer afford to buy them (e.g., Atlantic salmon fishing rights on Canada's Richbucto or Mirimachee rivers, most of which are now owned by American corporations).

Limits The U.S. Parks Service has established daily limits on numbers of tourists allowed access to many parks (e.g., Yosemite National Park or the Grand Canyon) where the road is closed once the established number of cars have entered. In practice, this may mean that those arriving after 9AM cannot enter on a peak weekend.

Tourism management through the use of hourly limits and allocated times can be used. In the Alhambra, Granada, Spain, tourists may enter the overall grounds at any time but on entry are



THE COAST PATH IN ENGLAND AND WALES SERVES TO SPREAD TOURIST IMPACTS AND BENEFITS ALONG THE COAST, LOWERING PRESSURES ON SPECIFIC VILLAGES.

given a ticket with a fixed time for access to the Palace which contains the Lions Fountain and many of the other key treasures. The effect is to average out the numbers over the day and eliminate crowd jams and lineups. Limits have usually been applied on a first-come first served basis but positions can also be allocated by lot or sale. This is the equivalent of reserved seating at the opera; tickets are bought in advance for a specific performance.

Lottery Systems Where demand exceeds supply, lotteries can be used to allocate scarce places at priority destinations. One innovative means which has been considered is to use a lottery for places on wilderness trails in Canada and in New Zealand along with differential pricing; higher on preferred days, lower off-season. Another option which has been considered is the auction of places. If done on a day-to-day basis, places for holiday weekends can be expected to sell for much higher prices than undesirable days during the cold or rainy season.

Differential Quotas Pricing or lotteries can be used to favour locals at a preferential price or as part of a different pool. This partially addresses the equity question, and may reduce local resentment associated with tourists. However, as discussed earlier, any differential system tends to generate a black market which may be difficult to control.

Marketing Strategies To reduce demand at peak times, marketing strategies can be employed that can be aimed at promotion of off or shoulder seasons, possibly with reduced pricing for off peak. Some resorts advertise only for off season. At a regional level, the combined marketing of several similar destinations can help spread tourists among more hotels, communities, etc. Efforts to market tourist routes, with maps and guidebooks can spread tourists out and help alleviate pressures on key sites. Nova Scotia provides a series of route guides (e.g., Lighthouse trail, Cape Breton trail) which provide a running commentary on villages, natural attractions, crafts, history, etc.,

which has been very effective at attracting tourists to small communities around the province, thereby spreading out the tourism and lengthening stays.

Alternative Promotion An increasingly popular strategy is the development of alternative sites for overflow, including promotion of linear tourism. In the Canadian and U.S. Rockies, the Trail of the Great Bear

advertises a route from Yellowstone Park to Banff National Park in an attempt to spread impacts and benefits along the whole route and reduce impacts on the two destination parks. The development of the Routeburn Track in New Zealand was done in part to divert traffic from the popular Milford Track which was considered overloaded. These new tracks are now used to help alleviate pressure along the route.

ZONING OF MANAGED DESTINATIONS

Designed to keep tourists away from fragile, sensitive or danger areas, zoning limits the use of some parts of a site, concentrating activity in areas which are hardened, accessible or controlled. This is widely used in parks and protected areas as a key visitor management strategy. Some areas may be declared off limits due to extreme fragility. Some areas (e.g., nesting areas for piping plovers in Prince Edward Island National Park) may only be seasonally zoned off limits.

A typical zoning approach may have several zones.

ZONE 1

Off limits to all, with the exception of possible scientific access with permission. Used for unique ecosystems, nesting sites, endangered species habitat. Could be used for sensitive cultural sites as well.

ZONE 2

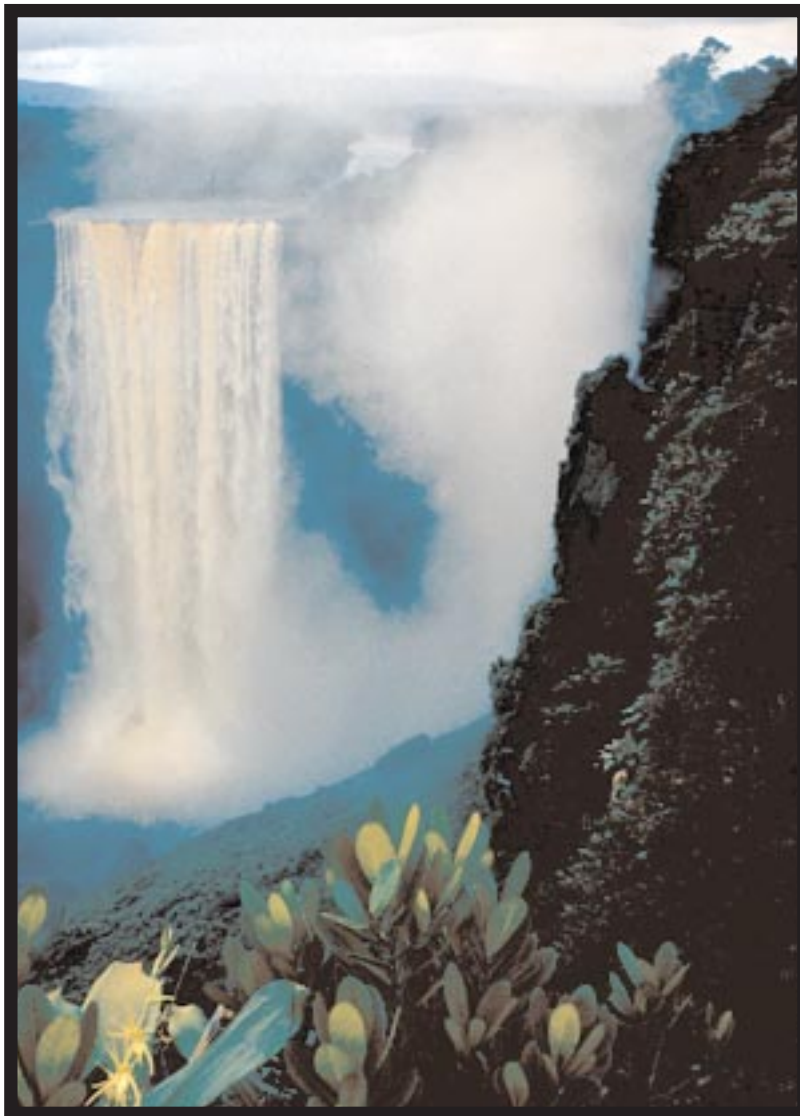
Controlled access (access with permit only). Numbers strictly limited (e.g. no more than ten at a time). All entrants accompanied by guide. Pre-qualification may be required where entrants must have certification, training etc.

ZONE 3

Limited access (permitted access). Those accessing must sign in. Guide may be required. Access on foot only, or by horse, etc. No motorized access.

ZONE 4

Free access (access on foot, canoe, horseback etc. without permit). No or limited motorized access (ski-doo, trail bike may be permitted). Trails may be cut and marked. Codes of use may be posted.



REMOTENESS AND
ABSENCE OF CROWDS
ENHANCE THE
EXPERIENCE AT THE
EMERGING ECOTOURISM
DESTINATION OF
KAIETEUR FALLS,
GUYANA.

ZONE 5

Facilitated access (roads may permit easy vehicular access to sites). Parking lots, hardened trails, viewpoints, signage etc. may be in place.

ZONE 6

Tourist facilities (semi-urban). Hardened roads, provision of facilities such as hotels, restaurants, other services.

For cultural sites, a similar approach may be useful, for example in communities where certain locations or certain ceremonies may be considered off limits to tourists. This approach may be effective, particularly for religious sites such as monasteries or churches.

DESIGN FOR TOURISM MANAGEMENT

Sensitive design can minimize impacts. Design solutions range from total integration into vernacular architecture, such as a hotel in the Ottoman heritage quarter of Safranbolu, Turkey, indistinguishable from the surrounding village to the hardening of high use areas, routing of tourists (Disney is the master of this) and screening of views. The objective is to let tourists near but not let them touch. Sensitive routing can allow visits which might otherwise be limited or forbidden due to possible damage to sensitive vegetation or fauna. Constructed walkways into marshes or waterfalls can provide safe and ecologically sensitive access for tourists. Good design can help to retain key ecological or cultural values while still permitting tourists to have access.

Sensitive property design can significantly reduce the cultural impacts of a building. Near Petra, Jordan, a large

THE HIMALAYAN TOURIST CODE

The Himalayan Tourist Code was written by members of Tourism Concern with the help of Himalayan tour operators, governments, environmental groups and academics from Nepal (Mason, 1994).

By following these simple guidelines, you can help preserve the unique environment and ancient cultures of the Himalayas.

Protect the Natural Environment

- Limit deforestation - make no open fires and discourage others from doing so on your behalf. Where water is heated by scarce firewood, use as little as possible. When possible, choose accommodation that uses kerosene or fuel efficient wood stoves.
- Remove litter, burn or bury paper and carry out all non-degradable litter. Graffiti are permanent examples of environmental pollution.
- Keep local water clean and avoid using pollutants such as detergents in streams or springs. If no toilet facilities are available, make sure you are at least 30 meters away from water sources and bury or cover wastes.
- Plants should be left to flourish in their natural environment - taking cuttings, seeds and roots is illegal in many parts of the Himalayas.
- Help your guides and porters to follow conservation measures.

The Himalayas may change you, please do not change them

As a guest, respect the local traditions, protect local cultures, maintain local pride

- When taking photographs, respect privacy - ask permission and use restraint.
- Respect Holy places - preserve what you have come to see, never touch or remove religious objects. Shoes should be removed when visiting temples.
- Giving to children encourages begging. A donation to a project, health centre or school is a more constructive way to help.
- You will be accepted and welcomed if you follow local customs. Use only your right hand for eating and greeting. Do not share cutlery or cups, etc. It is polite to use both hands when giving and receiving gifts.
- Respect for local etiquette earns you respect - loose, light weight clothes are preferable to revealing shorts, skimpy tops and tight fitting action wear. Hand holding or kissing in public are disliked by local people.
- Observe standard food and bed charges, but do not condone overcharging. Remember when you are shopping that the bargain you buy may only be possible because of low income of others.
- Visitors who value local traditions encourage local pride and maintain local cultures, please help local people gain a realistic view of life in Western Countries.

Be patient, friendly and sensitive. Remember, you are a guest

high quality hotel has been constructed which is adjacent to a village and is architecturally indistinguishable from the surrounding buildings. It charges premium prices for its luxury within a village atmosphere, yet from the surrounding hills, it is nearly invisible. This is in singular contrast to several large hotel towers which deface the ridge overlooking the Petra site. Use of vernacular architecture, integration with surrounding environments, and use of low-rise buildings are all means to lower the impact of tourist facilities. One need only contrast the post-modern ship museum which mars vistas of the Pyramid of Cheops, Egypt, with the sensitive construction of admission buildings at Monte Alban, Mexico which blend in with the historic ruins to understand the role of sensitive architecture to the cultural tourism experience. Poor design (some Alpine resorts and beach destinations are notorious for their sterile hotel towers) can isolate tourists from the environments and people they come to see as well as creating visual pollution which degrades destinations in the eyes of locals and tourists alike.

SITE MANAGEMENT

The levels at which degradation and loss of valued attributes of the environment begin to occur clearly depends upon the planning and management of a site. At 10 busloads of tourists per day, the Athabasca Falls site in Jasper National Park in the Canadian Rockies was showing severe degradation in the form of cliff erosion, trampling of plant species in this small and unique ecological zone, as well as danger to users who ventured too near the cliff edge to get a better view. Clearly the natural thresholds had been exceeded and many key ecological and aesthetic values were in peril.

One option considered by Parks Canada was the restriction of access to the site, even to the point of closing the site to tourist use. Instead, the option chosen was the creation of a natural timber walkway system which provided viewpoints at the best locations in the site. The system included bridging the river to enhance access to scenic views of the waterfall. The system was constructed of local wood and designed to take tourists on an interpretive scenic

route through the site. This design solution now permits a manyfold increase in use but with minimal impact on the valued natural attributes of the site. In effect, through a design improvement, the carrying capacity of the site has been increased significantly. The objective of the exercise is to maintain the valued attributes of the site by managing the impacts of use. Thus we cannot estimate the impact of a particular level of use or development apart from its design and the way in which human activity is controlled or managed.

CROWD MANAGEMENT

Planning strategies can help to spread out the concentrated effects of tourism through route design, use of vehicles, timing of tourists, and provision for access for older or disabled visitors. Applied to ecotourism destinations, strategies include limits to party size (e.g., Antarctic Tourism Strategy) and use of local agreements to limit frequency of visits or type of visitor (e.g., visits to tribal islands in the Maldives). One more de facto approach widely used is the limitation of access to those who are physically fit (walking 500m up the path to Monarcha, Mexico, at an elevation of over 4000m) or who have specific skills (e.g., access only by horseback or by kayak).

Timing alone may help to reduce the worst impacts of mass tourism. When a cruise ship docks at a port, thirty buses may meet it. Typically these buses follow the same route, with nearly a thousand tourists arriving in mass at the waterfall, the church, or the market. Simple changes, such as the staggering of departures or the altering of sequence of

ACCESS TO THE LIONS FOUNTAIN IN THE ALHAMBRA, GRANADA SPAIN IS TIGHTLY CONTROLLED, WITH TOURISTS GIVEN SPECIFIC TIMES TO VISIT, TO LIMIT CROWDING.



visits for every third bus, can largely eliminate the crowding and enhance the tourist experience while reducing negative effects.

BEHAVIOUR MANAGEMENT

It is possible to reduce the negative impact of each tourist by mitigating any harmful effects his or her behaviour may have. Many destinations establish and enforce rules to manage behavior (e.g., no food in the interior rooms of the museum).

For operators, codes of practice can be established, for example Argentinean whale watching tours have an agreement where they consent to stay at least 20m from whales. Tour operators may instruct tourists in behaviour (e.g., wear modest clothing in the mosque) or try to enforce conditions of access (e.g., the prime access to Paricutin volcano in Mexico is on horseback, led by a villager).

Over time, it may also be possible to develop codes of practice for tourists themselves, particularly if this can be linked to obtaining access to otherwise limited access sites. Some destinations are seeking means to deter “toxic” tourists from visiting with little success. A challenge to the industry is to educate without preaching. Tourists seek experiences but will avoid situations where they perceive unwarranted limitations to their actions.

FACILITIES MANAGEMENT

The implementation of environmental management systems (EMS) by tourism establishments has considerable promise. Some large hotels have already implemented such systems chain-wide

(e.g., Canadian Pacific, Intercontinental). However, few smaller operators have followed suit. An EMS is designed to identify the risks to the enterprise and to define actions to address the risks. The use of environmental audits in hotels and larger restaurants is proving to be a useful and often financially rewarding process for operators, often leading to cost savings in energy and water use as well as helping to clarify accountabilities and risks to the enterprise. As part of the EMS, the continued monitoring of several indicators is also seen by many as a useful management tool.

CODES OF ETHICS AND PRACTICE FOR THE INDUSTRY

Codes of ethics and practice are a means to identify joint goals and the means to achieve them. In Mexico, Fundacion Miguel Aleman has sponsored a process which has defined an ethical code for the tourism industry, bringing together academics, bureaucrats and industry representatives to define shared goals. In Canada, a similar coalition has focused more on practice, defining specific codes covering activities for different parts of the industry (e.g., hotels, food services) and for governments. Many parts of the tourism industry, particularly those sharing access to sites or to experiences, have moved to put in place codes that cover their access and use of common property resources. Recognizing these common uses is key to ensuring that the benefits of codes and practices are shared among all users.

CLEANUP

As a last resort, cleanup of the destination may be required. Most heavily used beaches have a nightly cleanup system for the sand. Similarly, cleanup procedures may be required wherever tourists frequent (e.g., town centres, parks, roadside areas, etc.) This can also help make larger numbers of tourists tolerable. In addition, the tourism industry may have to be proactive in supporting municipalities to do cleanup and to establish systems for good solid and liquid waste management; to allow the hotels, restaurants, etc., to be environmentally sound. Participation in full destination audits and in the broad community planning process is key for the tourism industry.

All of these tactics help private and public managers maintain and sustain the features which are central to the tourism experience. They are building blocks for the management of growth leading to a more sustainable tourism

industry. Should these solutions not succeed in managing the impacts of tourism, the industry could find that it is no longer allowed access to the site, or that its own actions have degraded the sites to the point where there is no longer a demand for tourism.

CONCLUSION

The continuing growth of tourism, particularly tourism directed at the most fragile cultures and environments, will test the ability of the industry to manage its impacts and will continue to challenge government efforts to obtain the desired benefits without the associated problems. Governments need to consider the entire range of tools at their disposal to ensure that “sustainable destinations” are the principal product. Tourism can serve as the engine for sustainable forms of community and regional development but only if the challenge of governance can be met.



WHEN ALL ELSE
FAILS...
CLEAN IT UP.

CSF TOURISM MANAGEMENT AND TRAINING INITIATIVES 1993-97

The Centre for a Sustainable Future has been at the forefront of activity aimed at creating a more sustainable form of tourism worldwide. Among the activities of the Centre and its staff are the following:

LED an international task force on sustainable tourism 1994-5 for the World Tourism Organization (WTO) to develop and test indicators for specific impacted ecosystems in eight regions of the world.

Products included the manual "What Tourism Managers Need to Know: A Practical Guide to the Development and Use of Indicators of Sustainable Tourism".

DEVELOPED and implemented a "Strategy for Sustainable Tourism for Tourism Canada" (1993) covering joint development with the Canadian Tourism Industry.

MANAGED the pilot study for Canada on indicator use, producing the report "Pilot Study on Indicators for the Sustainable Management of Tourism" (1993) applying international indicators to Prince Edward Island beaches.

DEVELOPED and presented seminars for the WTO on sustainable tourism development and carrying capacity for South Asian Nations, Kurumba, Maldives (1993). Produced discussion papers and proceedings.

PREPARED for the WTO and the World Wildlife Fund (WWF), a report on "Carrying Capacity and Sustainable Tourism" (1993).

PREPARED and presented Workshops for the WTO on sustainable tourism development for senior tourism ministry officials from South Asian and Southeast Asian countries, Islamabad, Pakistan (1995).

CONDUCTED a feasibility study for Environment Canada on mechanisms for the integration of sustainable tourism practices into the business of the Canadian tourism industry (1994).

MANAGED a study for Canada's Environmental Choice program on the establishment of guidelines and criteria for identification of environmentally sustainable tourism sector products (1994).

PREPARED a study for the Government of Argentina on the application of indicators of sustainable tourism for two Argentine sites: Villa Gesell and Peninsula Valdes (1995).

COMPLETED a study for the WTO of sustainable tourism - state of the tourism industry of the Black Sea nations. Conducted a field review of coastal tourism resources and institutions in Romania, Bulgaria, Georgia, Russia, Ukraine and Turkey (1995-1996).

PRESENTED seminars on planning and management of sustainable tourism, Amman, Jordan (1996), World Tourism Congress for Middle Eastern and North African nations.

LED workshops and plenary sessions for the Global Environmental Facility, on strategies for the rehabilitation of tourism in Black Sea coastal zones, Yalta and Ukraine (1996).

DESIGNED and delivered sustainable tourism training courses for the Black Sea University in Romania for tourism managers and planners from twelve eastern European countries (coastal zones, 1994; protected areas, 1995; tourism management, 1996).

CONDUCTED a project development study for the United Nations Development Program and the government of Russia on development of an ecotourism facility

in the Kostroma region, north of Moscow (1996).

SERVED as advisor to the Harvard Institute for International Development (HIID) on sustainable tourism development and planning (ongoing project to advise cabinet of Bulgaria, 1996-present).

COMPLETED USAID policy evaluation project (through HIID) on Egypt. Environmental Sector Assessment (tourism, natural and cultural, assets sector analysis), Cairo and Red Sea Coastal studies (1997).

PROVIDED evaluation services to the Canadian International Development Agency, on Victoria Falls master plan project in Zimbabwe. Joint assessment and review with Japanese International Development Agency and IUCN Regional Office for Southern Africa (1997).

PROVIDED consultation and analysis to northern Ontario communities on sustainable tourism development planning, and conducted a feasibility study on mining-related tourism opportunities for the community of Timmins (1997-98).

DEVELOPED sustainable development strategies for several Canadian government departments, including tourism development elements in several strategies (1997).

CENTRE staff have also provided lectures on sustainable tourism and tourism carrying capacity topics to conferences and symposia in Pakistan, Romania, Greece, Turkey, Argentina, Mexico, Canada, USA, Great Britain, Norway, Russia, Italy, Slovakia, Spain, and to several international agencies and universities.

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ANNEX A

CHALLENGE STATEMENT: GLOBE '92 TOURISM STREAM VANCOUVER CANADA, MARCH 1992

This challenge statement is based on the presentations and discussions of the Tourism Stream of the Globe '92 Conference, Vancouver, Canada, March 1992. All statements were not necessarily supported unanimously by all delegates. These are intended to contribute to an agenda for action by the industry and its components over the coming decade.

CHALLENGES TO THE TOURISM SECTOR FOR THE COMING DECADE

1.0 POLICY, LEGISLATION AND REGULATION

1.1 Building the Institutions and the Foundations for Sustainable Tourism

- 1.1a Develop international, national, regional and local strategies which set forth objectives, approaches and action plans for sustainable tourism.
- 1.1b Actively support the establishment of integrated long-term planning processes in all jurisdictions and work to make sustainable tourism objectives a part of these processes.
- 1.1c Take action to integrate the interests of sustainable tourism and the environmental values on which it is based into local and regional plans and projects, particularly regional planning instruments.
- 1.1d Implement effective environmental impact and social impact assessment methods integrally as part of the planning process for projects, programs and regions.
- 1.1e Establish mechanisms to address the trade-offs at global and national levels between tourism development and environmental conservation/protection goals.
- 1.1f Design legislative and regulatory measures with a view to protecting the tourism product base and establish a clear regulatory base for the industry, local authorities and the tourists themselves.

1.2 Protecting the Resource Base

- 1.2a Support action at local, national and international levels [e.g., biodiversity convention] which protect the natural and cultural resource base on which tourism depends and to limit levels and types of use where necessary.
- 1.2b Strengthen existing international instruments such as the Geneva conventions to protect cultural and natural heritage sites from damage in times of armed conflict.
- 1.2c Promote the maintenance and enhancement of a global network of protected areas to conserve and maintain representative and critical natural and cultural environments to maintain biological and cultural diversity and for the enjoyment and education of future generations. Such protection should be based on a framework which respects ecosystem integrity and linking corridors.

1.3 Mobilizing Industry Action for Sustainable Tourism

- 1.3a Promote greater collaboration between the industry, and its associations with potential partners such as non-government organizations, local authorities, senior governments and others to establish goals and means by which the industry can maintain its long-term competitiveness while sustaining the environmental base on which it depends.
- 1.3b Work jointly to identify and modify institutional and legislative barriers which inhibit sustainable tourism locally, nationally and internationally.
- 1.3c Create active partnerships between government, the tourism industry, non-government organizations and host communities to work towards agreed frameworks and procedures for regulation which respond to the needs of host communities and regions.
- 1.3d Develop improved mechanisms to ensure that tourism development benefits to a greater extent the residents and

environments of host regions. Specifically measures need to be taken to encourage local hiring, procurement, and cooperative infrastructure development.

- 1.3e Take an active role to identify and take responsibility for the impacts which corporate and government activities in the tourism industry have on the environment.
- 1.3f Develop agreed environmental audit procedures and standards and provide these to the different parts of the industry.
- 1.3g Implement programs to train individuals in environmentally sound procedures in the tourism industry.
- 1.3h Develop comprehensive environmental planning procedures for corporations, and means to report regularly on results.
- 1.3i Establish the physical and institutional infrastructure needed to allow firms and tourists to more easily adopt environmentally sound practices (e.g., waste management, recycling etc.)
- 1.3j Increase efforts within the industry to reduce, reuse and recycle waste products.
- 1.3k Focus efforts on reducing energy consumption, particularly in the transportation industry.
- 1.3l Continue efforts to raise the general level of understanding that the continuing prosperity of the industry depends upon the protection and restoration of the natural resource base.

2.0 TECHNOLOGY AND RESEARCH

2.1 Understanding the Natural Resource Base

- 2.1a Identify natural resources, ecosystems and species which are critical to ecological processes and to the tourism industry at a national, regional and local level.
- 2.1b Support research to clearly identify the relationship between attributes of the natural environment and their reaction to stresses placed on them by different levels of tourism development or use. Key elements in this research include sensitivity analysis, standards for ecologically safe use, and the identification of ecological thresholds, and physical carrying capacity or limits of acceptable change.
- 2.1c Identify threatened or impacted species, habitats and ecosystems on a systematic basis.
- 2.1d Identify risks to the tourism resource base and tourism

products at local, regional and global scales due to global change and initiate preventative actions and adaptation strategies as appropriate.

2.2 Understanding Cultural Values

- 2.2a Support research to identify the cultural values associated with different communities. Identify the sensitivity of such cultural values to tourism impacts and clearly document these so that the tourism industry can be made aware of them.
- 2.2b Identify cultural resources which are important to cultural integrity and/or to the tourism industry at the national, regional and local levels.
- 2.2c Use and employ local knowledge in the planning of tourism and to enhance the tourism experience .

2.3 Measuring Tourist Demands and Expectations

- 2.3a Identify the public demands and expectations regarding the behaviour of the tourism industry.
- 2.3b Support research to identify the value of the environment to tourism and the sensitivity of tourist values to changes in the attributes of the natural and cultural environment.

2.4 Measuring Tourism Impact

- 2.4a Develop better means to identify and monitor the impact of different levels and types of tourist use on the natural and cultural environment.
- 2.4b Develop effective means to assess the contribution of tourism to global environmental problems.
- 2.4c Develop and implement means to measure the impacts of tourism activity on local economies and markets.
- 2.4d Develop means to relate different intensities and types of tourist use to the attributes of the resource base and perceptions of the quality of the experience. (How many people doing what result in a perceived loss in the quality of the product?)

2.5 Information for Better Decisions

- 2.5a Develop better baseline information on tourism activity and levels of use, at a scale which permits it to be associated with particular environments and activities.
- 2.5b Develop the monitoring capability and indicators needed to capture the relationship between tourism and the envi-

ronment effectively in a way which can facilitate better decision-making by the industry.

- 2.5c Develop better means to value and portray the benefits and costs of environmental factors in tourism decisions, and to identify opportunities for simultaneous environmental and economic gain.

2.6 Mobilizing Appropriate Technology

- 2.6a Identify environmentally sound technologies and means to apply them in particular industry sectors. Create clearing house of appropriate technologies.
- 2.6b Create partnerships to develop and apply more environmentally sound technologies to tourism sector concerns.
- 2.6c Sponsor development of creative architectural and engineering solutions which permit tourism to coexist with fragile and valuable environments.
- 2.6d Develop demonstration projects and share the results with other parts of the industry.

2.7 Visitor Management Techniques and Practices

- 2.7a Develop and implement appropriate techniques to control and manage tourist flows, particularly for mass tourism and in sensitive environments.
- 2.7b Contribute to the development of means to effectively respond to tourism demands in more energy efficient ways, including potential substitution of local experiences for distant ones, regionally focused multi-destination tours etc.

3.0 ECONOMICS AND FINANCE

3.1 Incorporating Environmental Costs

- 3.1a Create means to identify and integrate environmental costs and benefits into the mainstream of decision-making at the level of the project, the firm, and the region [standards for accounting and project assessment].
- 3.1b In keeping with the polluter-pays principle place responsibility on the tourist and the individual firm for impacts on the environment.
- 3.1c Apply visible surcharges to tourists directed at the preservation and enhancement or restoration of the environmental base on which their experience depends.
- 3.1d Use tools such as pricing mechanisms, user charges, as well

as permitting and lottery systems to limit use to levels compatible with the sensitivity of the natural and cultural environment.

3.2 Modifying our Reporting Procedures

- 3.2a Produce regular reports on the state of tourism and the environment to identify concerns and accomplishments at the level of the project, the region, the nation, and the international tourism community.
- 3.2b Include environmental sections in annual corporate reports which clearly identify challenges, actions, accountability and progress by firms to address environmental concerns in their business

3.3 Using Market Influence at Home and Abroad

- 3.3a Identify areas where the tourism industry has market power and act to apply this power to have suppliers provide the environmentally sound products the industry needs to become environmentally responsible.
- 3.3b Create North-South partnerships to take full advantage of the concept of ecotourism as a means to advance understanding of the environment and as a means to direct funds to conserve and protect critical environments. Work to make certain that ecotourism development remains consistent with the principles of sustainable tourism.

3.4 Benefiting from the Environmental Market

- 3.4a Develop and market products which advance understanding of environmental resources and focus efforts on the identification and conservation of natural and cultural resources.
- 3.4b Create partnerships with others to conserve and develop responsibly natural and cultural resources in a way which sustains their valued attributes.
- 3.4c Create effective means to ensure that the benefits of tourism remain in the host regions in the form of jobs, locally produced products etc., thus giving local residents a clear stake (equity) in tourism.
- 3.4d Establish linkages between large firms and smaller industry partners to permit development and exchange of environmentally sound technology and cooperative use of market power.

4.0 COMMUNICATION AND OUTREACH

4.1 Mobilizing the Firms and Employees

- 4.1a Educate and work with employees within firms to address environmental problems as an integral part of their work.
- 4.1b Develop and distribute decision-support modules tailored to each industry sector to aid in understanding linkages to the environment and the means to build manage to include environmental factors integrally in operations.
- 4.1c Create working committees/round tables with local residents, employees and management to define opportunities to reduce environmental impacts and to build more environmentally robust systems and to work to implement them.

4.2 Self-regulation

- 4.2a Develop and adopt codes of practice within the industry and in particular sectors, and put in place means to implement them.
- 4.2b Adopt standards for environmental audit for different parts of the industry.
- 4.2c Develop and implement operational standards for particular parts of the industry such as adventure tourism, ecotourism, resort development, and means to monitor and encourage compliance.
- 4.2d Through international, national and regional associations produce industry-wide reports on compliance with codes of practice on a regular basis, including clear identification of accountability.
- 4.2e Related to the concept of no net loss (or net overall environmental gain) examine means to offset environmental impact (e.g. tree planting by firms, contribution to conservation works.)

4.3 Modifying Demand/Tourist Expectations and Actions

- 4.3a Provide opportunities for and remove barriers to responsible behaviour by tourists by providing appropriate facilities and infrastructure (recycling boxes, trash barrels, clearly labelled environmentally sound alternative products)
- 4.3b Support Tourist Information Centres and Interpretation Centres in efforts to inform visitors about the value of the environment, the potential impacts of their activities, and the role they can play in attaining sustainable tourism.

- 4.3c Promote codes of ethics and practice for tourists, applicable both nationally and internationally. Mobilize the travel agents, marketers and industry associations to make these widely available at point of purchase of tours and as part of the tourism experience. [Badge/passport, etc. that individual tourist can sign on to?]

4.4 Success Stories

- 4.4a Identify and publish success stories of best practice to act as models for sustainable tourism development at local, regional and global scales.
- 4.4b Create an international clearing house for cases of best practice and for methods of sound sustainable tourism planning and implementation which can be used as models for the industry and governments.
- 4.4c Create an international clearing house for expertise and technical capability in sustainable tourism.

4.5 Becoming Proactive

- 4.5a Actively educate other sectors to the values which the tourism industry derives from the natural and cultural environment.
- 4.5b Influence other sectors [e.g. forestry, agriculture, regional planning] to include tourism values and concerns integrally into their sector and regional plans.
- 4.5c Establish means to exchange information between components of the industry and between different regions in order to transfer technologies and approaches which may benefit host regions.
- 4.5d Develop training modules on sustainable tourism, the concept, methods of application, and success stories and work to get these in to the curricula of appropriate education and training institutions.
- 4.5e Make available information on tourism and the environment for school curricula.
- 4.5f Prepare and distribute interpretive guides which clearly reflect the local environmental and cultural values and aid in understanding of the value of natural and cultural environments.
- 4.5g Use tourism's financial capability as a catalyst and source of income and capital to address local problems to the mutual benefit of the local community and tourism.

