



# Tourism and Local Agenda 21

The Role of Local Authorities in Sustainable Tourism



**I.C.L.E.I**  
The International Council for  
Local Environmental Initiatives

Copyright 2003 UNEP

This publication may be reproduced in whole or in part and in any form for educational or non-profit purposes without special permission from the copyright holder, provided acknowledgement of the source is made. UNEP would appreciate receiving a copy of any publication that uses this publication as a source.

No use of this publication may be made for resale or for any other commercial purpose whatsoever without prior permission in writing from UNEP.

First edition 2003

The designations employed and the presentation of the material in this publication do not imply the expression of any opinion whatsoever on the part of the United Nations Environment Programme concerning the legal status of any country, territory, city or area or of its authorities, or concerning delimitation of its frontiers or boundaries. Moreover, the views expressed do not necessarily represent the decision or the stated policy of the United Nations Environment Programme, nor does citing of trade names or commercial processes constitute endorsement.

UNITED NATIONS PUBLICATION

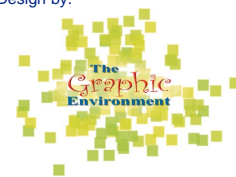
ISBN: 92-807-2267-0

---

Research:	Anne Vourc'h
Text:	Anne Vourc'h and Richard Denman
English Editor:	Elizabeth Purl
Reviewers:	Monika and Konrad Zimmermann, Gino Van Begin (ICLEI)

Production and Management:	Janine Tabasaran and Oliver Hillel (UNEP)
----------------------------	--

Design by:



[graphic\\_environment@yahoo.ca](mailto:graphic_environment@yahoo.ca)

# Tourism and Local Agenda 21



## The Role of Local Authorities in Sustainable Tourism



United Nations Environment Programme  
Division of Technology, Industry and Economics  
Production and Consumption Branch  
39-43 Quai André Citroën  
75739 Paris Cedex 15, France  
Tel: (33 1) 4437 1450, Fax: (33 1) 4437 1474  
E-mail: [uneptie@unep.fr](mailto:uneptie@unep.fr)  
Web: [www.uneptie.org/tourism](http://www.uneptie.org/tourism)

I.C.L.E.I

The International Council for  
Local Environmental Initiatives

International Council for Local Environmental Initiatives  
Eschholzstrasse, 86  
79115 Freiburg, Germany  
Tel: (49 761) 368 920  
Fax: (49 761) 368 9219  
Email: [iclei-europe@iclei-europe.org](mailto:iclei-europe@iclei-europe.org)  
Web: [www.iclei.org/europe](http://www.iclei.org/europe)



# Table of Contents

4	<b>Forewords</b>
6	<b>Introduction</b>
7	<b>Part 1: The Context</b> Sustainable tourism, local authorities and Local Agenda 21
10	<b>Part 2: <i>The Response</i></b> Current incidence and future justification for a Local Agenda 21 approach to tourism
14	<b>Part 3: <i>The Key Components</i></b> Participatory structures, management processes and actions for sustainable tourism
26	<b>Part 4: <i>Moving Forward</i></b> Promoting the development of sustainable tourism within Local Agenda 21 processes
29	<b>Part 5: <i>Case Studies</i></b> Learning from the experience of five local communities
29	• Bournemouth, Dorset, U.K
34	• Calvià, Majorca, Spain
42	• Winchester, U.K.
48	• Storstrøm County, Denmark
54	• Marie-Galante, French Caribbean
59	<b>Endnotes</b>
60	<b>Bibliography</b>

## Foreword

**Jacqueline Aloisi de Lardere**  
**Assistant Executive Director, UNEP**  
**Director, UNEP DTIE**

Tourism plays an important and often central role for many local economies, particularly in developing countries and small island states. Often there is a price to pay: uncontrolled tourism development can have major negative impacts on the local environment and society. In these cases, conservation of natural resources and, more broadly, the sustainable development of host communities will depend on the way the tourism industry evolves.

Concurrently, the responsibility of tourism development lies more and more with local authorities, as governance structures become more decentralized. Many important policies that have an effect on sustainable tourism development, such as zoning, environmental regulations, licensing, and economic incentives, are often in the hands of local authorities, acting within the framework of national policies and strategies. Local authorities are also privileged partners in sustainable tourism development efforts because they can negotiate and mediate among businesses, NGOs, and local communities in tourism destinations. When they legitimately represent the interests of their citizens, local authorities have shown they can provide effective leadership in sustainable tourism development.



Ensuring that tourism follows a sustainable path requires clear leadership from local authorities and an efficient mechanism that involves all of the stakeholders - the local private sector, NGOs, citizens, and other players. Local Agenda 21 processes emphasize a cooperative approach to identifying the community's goals for tourism and creating an action plan to achieve these goals.

*J. Aloisi de Lardere*

**Jacqueline Aloisi de Lardere**

This book shows the main lessons learned in tourism development at destination level, based on five case studies in tourism destinations. Although the experiences and goals of the five localities are different, all have seen substantial benefits in tourism management from a Local Agenda 21 approach, and I hope the lessons learned can be useful to other destinations.

I am proud to present this publication which looks at how tourism has been taken into account in local Agendas 21, as drawn up and implemented by local authorities. UNEP looks forward to using it as a reference to support Local Agenda 21 planning and management processes in tourism destinations with ICLEI.

## Foreword

**Gino Van Begin**  
Regional Director for Europe, ICLEI

Local authorities have an important role in economic development, including tourism development. The decentralization of development policies and strategies is creating a further need to improve the ability of local authorities to use policy instruments for integrated, economic social and environmental development.

Local Agenda 21 processes provide a way for municipalities to ensure that businesses, including tourism, address their constituents' needs and operate in ways that enhance sustainable development.

Local Agenda 21 is the special mandate given to local governments within Agenda 21, adopted at the 1992 Earth Summit in Rio de Janeiro as a way to move towards sustainable development. The Local Agenda 21 approach brings this commitment to the local level, allowing each community to set its own path towards sustainable development. ICLEI's concern is to ensure that Local Agenda 21 processes are truly participatory with the involvement of all stakeholders, and that they result in new commitments by municipalities and their communities not only to improve and extend urban services, but to do so in a sustainable way.



Over 6,500 municipalities have already engaged in Local Agenda 21 planning processes world wide, and their actions and progress are carefully being monitored and evaluated by ICLEI. For the next decade, Local Action 21 is the motto, mandate and movement confirming the local governments' commitments to creating sustainable communities while protecting global common goods.

**Gino Van Begin**

Many of the local authorities that have engaged in Local Agenda 21 processes are also tourism destinations. Because tourism involves many actors, including businesses and business groups who are located or have their operations outside the destination, it can be a complex management challenge for local authorities. For tourism destinations, Local Agenda 21 planning processes addressing sustainable tourism are the most efficient mechanisms to ensure governance of tourism and its impacts in the long run.

There is a pressing need to build the capacity of local authorities to plan and manage sustainable tourism, and ICLEI members have consistently requested assistance in this field. Likewise, many ICLEI members have learned important lessons in Local Agenda 21 processes in tourism, and are able to share these in this book. We propose to set-up a world wide programme for training and guiding local authorities that wish to intensify their efforts in basing their economic development triggered by tourism on sustainability principles.

ICLEI is proud to be a partner of UNEP in highlighting these cases, and looks forward to working with UNEP to make these lessons widely available, as well as to cooperating in facilitating exchanges between local authorities involved in tourism.



## Introduction

### Who should read this document?

The responsibilities for tourism management – and the opportunities to make the most of its potential benefits - rest primarily at the local level.

Many local authorities have been working with their communities to establish a Local Agenda 21 action plan for sustainable development. This document is primarily aimed at local authorities who wish to understand more about how the Local Agenda 21 approach can be used to strengthen the management and development of sustainable tourism in their areas, and to integrate tourism with wider sustainable development.

It is based on a study of the hands-on experience gained by local communities that are involved to varying degrees in tourist activity, and that have adopted a Local Agenda 21 approach.

The document covers:

- The role of local authorities with respect to tourism and Local Agenda 21.
- Types of destination that have applied LA 21 to tourism.
- The key components of a LA 21 approach to tourism – structures, strategies and actions.
- Recommendations for promoting the use of LA21 in tourism management in the future.



## Part 1: *The Context*

### Sustainable tourism, local authorities and Local Agenda 21

#### 1.1 *Towards more sustainable tourism*

Tourism is recognised as being one of the world's main economic activities. In 2000 there were almost 700 million international arrivals, and it is estimated that domestic tourism accounts for ten times more trips than international travel.

Tourism demand was seriously affected by the terrorist attacks in 2001, but appeared to have largely recovered by the summer of 2002. The World Tourism Organisation (WTO) predicts that international tourism will continue to grow by 4 to 4.5% annually over the coming years, with levels of domestic tourism also set to increase.

Tourism has a major impact on local communities in tourist destinations. It can be a significant source of income and employment for local people. It can also pose a threat to an area's social fabric and its natural and cultural heritage, upon which it ultimately depends, but if it is well planned and managed it can be a force for their conservation.

These stakes have led to a recognition of the tourism sector's need to incorporate the principles of sustainable development contained in Agenda 21, which was adopted at the Earth Summit in 1992. At an international level, the tourism industry has taken certain initiatives towards this<sup>1</sup>, and guidelines are now available that are relevant at all levels of government.<sup>2</sup> Now there is a need to focus on local action, since "the true proof of 'sustainable tourism' will be the sustainable development of local communities that serve as tourist destinations".<sup>3</sup>

According to the WTO, "Sustainable tourism development meets the needs of present tourists and host regions while protecting and enhancing opportunities for the future." The development of sustainable tourism meets the following requirements:

- Tourist resources - natural, historical, cultural and others - are preserved in a way that allows them to be used in the future, whilst benefiting today's society;
- The planning and management of tourist development are conducted in a way that avoids triggering serious ecological or socio-cultural problems in the region concerned;
- The overall quality of the environment in the tourist region is preserved and, if necessary, improved;
- The level of tourist satisfaction should be maintained to ensure that destinations continue to be attractive and retain their commercial potential; and
- Tourism should largely benefit all members of society.

*WTO, Guide for Local Authorities on Sustainable Tourism Development, 1999*

### **1.2 The role of local authorities in sustainable tourism**

Traditionally, tourism development has depended on initiatives taken by the private sector. In many countries local authorities have not been closely involved in tourism and have little experience of its planning, development and management.

In recent years this has been changing, and the key role of local authorities is now recognised. This is due to:

- The complexity of the tourism sector, where it is the consumer who is brought to the product and not the other way round, as happens with most other goods and services.
- Increasing awareness that tourists select and respond to destinations, not just individual products. The visitor experience is made up of a complex range of elements including expectations, transport, information, accommodation, attractions, activities, local infrastructure, natural environments, cultural heritage, a welcoming host population, security and other services.
- The disparate nature of the private sector in tourism, much of which comprises small and micro enterprises.
- Acceptance that, in the interests of sustainability, public authorities need to be involved in regulating tourist development in destinations, and not simply leaving it up to the laws of the market.
- The trend towards administrative decentralisation underway in many countries, which increases the ability of local authorities to intervene.

Local authorities are often the best placed organisations for establishing a sustainable approach to tourism in destinations, setting a strategy and balancing the interests of tourism enterprises, tourists and local residents. Their ability to manage tourism sustainably is related to:

- Their democratic legitimacy;
- Their relative permanence and ability to take a long term view; and
- Their responsibility for a range of functions that can influence tourism development, including spatial planning, development control, environmental management and community services.

### **1.3 The Local Agenda 21 approach**

Chapter 28 of Agenda 21 binds local authorities to implementing at a local level the commitments made towards sustainable development by the international community.

A Local Agenda 21 is an approach through which a local community defines a sustainable development strategy and an action programme to be implemented. The approach is usually initiated by the local authority, which provides leadership for the process. Its success hinges on close cooperation between the population, NGOs, private enterprises and other local interests.

The process normally involves five steps:

1. Setting up a Local Agenda 21 Forum and/or working groups;
2. Discussion and analysis of the main local issues;
3. Identification of goals and ideas for action for the sustainable development of the local area;

4. Integration of these goals and ideas into a Local Agenda 21 action plan that is adopted by the local authority and others;
5. Implementation of the action plan, with the involvement of all relevant players.

There is no prescription for what issues and activities the process should address, as all places are different and the principle is to enable partners in each location to identify their own priorities. However, in accordance with Agenda 21, the process should focus on economic, social and environmental sustainability.

The International Council on Local Environmental Initiatives (ICLEI) estimates that more than three and a half thousand local communities worldwide are now establishing or implementing Local Agendas 21. Over the coming years their number should continue to rise, thanks to inter-community networking, international information campaigns and the circulation of training guides and other materials (see bibliography).

The next section considers the extent to which the Local Agenda 21 approach has been applied to tourism.

## Part 2: *The Response*

### Current incidence and future justification for a Local Agenda 21 approach to tourism

#### 2.1 *The incidence of Local Agenda 21s for tourism*

There is no precise information on the extent to which Local Agenda 21 processes have been applied to tourism at a destination level. However, the search for case studies to use in this document obtained some insight about this.

The search was for communities that had:

- A global approach to sustainable development, demonstrated by introducing a Local Agenda 21;
- A comprehensive strategy for sustainable tourism, within or linked to the Local Agenda 21, and not merely some individual initiatives;
- Strong leadership by the local authority and a participatory approach.

Examples were found by questioning tourism and municipal bodies and international networks, as well as through the Internet.

The search identified a handful of relevant cases where a truly comprehensive and strategic approach to tourism had been taken that related to Local Agenda 21. The search also found a large number of very interesting local initiatives on sustainable or eco-tourism under the aegis of communities or NGOs, but these were one-off initiatives and not part of an overall strategy.

Three types of destination showed up most strongly as having tourism strategies linked to Local Agenda 21:

- *Islands.* On some islands tourism dominates the economy and may even be the sole source of income and employment. Islands are often environmentally vulnerable, facing problems of resource supply and management (such as drinking water and pollution control) and a concentration of tourism in a limited space. An imbalance in the number of tourists and permanent residents may create tension.
- *Historic towns receiving relatively high tourist numbers.* The LA21s conducted by these towns were often found to cover all aspects of sustainable development, with the relative attention given to tourism varying from place to place.
- *Established tourist resorts.* Most of these were in coastal areas. In many resorts the importance of sound tourism destination management is increasingly recognised by the local authority, often because of past problems with uncontrolled or harmful development.

There may be various explanations for the fact that only a handful of cases were identified:

- A lack of involvement in sustainability issues by tourist destinations. Some places may be reaping the economic benefits of tourism development without seeing the need to make this a more sustainable process. Long-term problems arising from traffic, pollution, price rises, etc. may not be immediately apparent to local residents.
- The difficulty in identifying communities that are taking a strategic approach to tourism. Initiatives taken by the private sector may be more visible than local authority strategies.
- The number of sustainable tourism strategies that are not nominally related to Local Agenda 21. Not everyone is aware of LA21. Several communities contacted did not recognise the term or know what it meant. This varies between countries, partly due to the level of publicity given to the process.

The last of these three points is particularly important. It must be accepted that interesting and effective national, regional or local tourism strategies are also being conducted, drawing on the principles of sustainability and using a participatory approach, but using other names for the process and with no explicit reference to Local Agenda 21. The concern should be for achieving effective results, not about the adherence to terminology.

All of this goes to show how important it is to identify local communities with sustainable tourism strategies, in order to facilitate the exchange of experience and to enhance know-how. Some recommendations to this end are in part 4 of this report.

## **2.2 The selection of case studies<sup>4</sup>**

The selection of case studies reflected the diversity of types of destination and tourism-related issues encountered: mature and emerging destinations, urban, seaside and rural tourism, and regions under both high and more moderate tourist pressure.

The case studies had to have a LA21 coordinator within the community who was able to supply information, and reasonably complete and easily accessible documentation, in English or French.

The following were chosen:

**Bournemouth (UK)** has 151,000 inhabitants. An established and affluent resort in the South of England, it receives some 1.5 million tourists each year, plus 4.5 million day-trippers. Bournemouth is known as a holiday destination and as a centre for conference and business tourism. In 1995, Bournemouth adopted a "Declaration of Commitment" for a LA21. The Bournemouth Community Plan 2000-2005, signed by 100 partners, was officially recognised as the LA21 strategy in 2002.

**Calvià (Balearic Islands, Spain)** is a community in the South of Majorca. It has a population of around 42,000 and 120,000 beds. It is one of the Mediterranean's leading tourist resorts. It experienced the tourism boom of the sixties, followed by a crisis in the late eighties. Following two years of study and discussion, Calvià approved an ambitious LA21 strategy.

**Winchester (UK)** has 35,000 inhabitants in the city itself (111,700 in the District). The former capital of England, it has an outstanding cultural and historical heritage in a well-preserved rural region. Tourism is one of the region's main economic activities. Day trips account for 90 percent of visitors. Since 1997 Winchester has been involved in an LA21 strategy and in an integral quality management approach in the field of tourism.

**Storstrøm County (Denmark)** covers 24 communities with a total of 260,000 inhabitants. It is an affluent, largely industrial and agricultural region, which is also striving to guide its tourism sector towards sustainability. The County unanimously adopted the LA21 Action Plan in 1997. A long term LA21 strategy is currently being prepared.

**Marie-Galante (French Caribbean)** is a small island in the French West Indies. It has a population of 12,500. It is an agricultural and rural island that has been left untouched by development. It is striving to develop its as yet very limited tourist activity. The three communities on the island joined forces on their development strategy, and in 1999 adopted a LA21 programme.

### **2.3 Why prepare a Local Agenda 21 for tourism?**

Whatever the level of current response, there are a number of reasons why local authorities should consider developing a sustainable tourism strategy within the context of Local Agenda 21. It will:

- Ensure that tourism planning and development address key issues relating to the economic, social, and environmental impact of tourism in the long and short term;
- Place tourism within the overall context of the sustainable development and environmental management of the community;
- Provide a framework for, and give legitimacy to, the participation of a range of stakeholders in tourism and representatives of the local community;
- Raise the profile of tourism and the tourism strategy within the community;
- Strengthen the position of the authority as an organisation that takes sustainable tourism seriously, with national and international support; and
- Help the destination to attract the attention of visitors and tour operators keen to visit or work with sustainable destinations.

Evidence from the case studies, which describe different problems of tourism development and sustainability, shows that the LA 21 approach can be adapted to different situations and have different objectives for tourism. Four typical objectives for LA21 are listed below.

#### **1. To meet a preventive goal**

Bournemouth has long enjoyed a good reputation as far as the quality of its environment is concerned, and its tourist activity is thriving and expanding. The town's LA21 is of a preventive nature, intended to maintain this high quality environment and attractiveness. It seeks the best possible management of the growth of tourist activity to which it aspires. The town has set itself the target of increasing the number of conference visitors and out of season tourism by 5% by 2005. The strategy of the LA21 is to pursue

awards that would enable Bournemouth as a whole to be marketed as an “environmental” destination.

**2. To address existing problems**

Calvià has been the victim of uncontrolled growth of tourism, degradation of the tourist product and a drop in tourist numbers. Its LA21 has a curative aim: to restore the resort and the surrounding landscape, to limit the increase in the number of beds, to demolish unsuitable facilities, to improve the quality of amenities, and to develop appropriate products. The LA21 is a genuine long-term overall strategy for reshaping the destination’s approach to tourism development.

**3. To strike a balance between the needs of tourists and residents**

Winchester is an historic town that is exposed to strong tourist pressure. The LA21 approach looks to limit the downside of tourism as experienced by residents (negative environmental effects, congestion, pollution, risk of degradation of sensitive sites and monuments, etc.). These negative effects are further exacerbated by the remarkably high numbers of day-trippers, who generate a cost for the community whilst producing relatively little economic spin-off compared to overnight visitors. Therefore, the aim of the strategy is to encourage longer-stay tourism and to maximise the profits generated by tourist activity.

**4. To stimulate sustainable development**

Marie-Galante is seeking economic, social and cultural development based on sustainable tourism, which preserves the environment and respects local populations. It is seeking to establish itself as a tourist destination, building upon its strong cultural identity and the quality of its environment. It rejects the mass tourism found in some other parts of the Caribbean, and seeks self-determination. The local Agenda 21 approach is also a cultural project, which aims to open up future prospects for the population. It sets great store by the social and economic dimensions of sustainability.

LA21 can also be used to achieve a combination of these goals, as illustrated by Storstrøm County. These examples clearly show that local communities have very different concerns regarding sustainable tourism, but that the LA21 instrument has proved to be well adapted to their intended aims, no matter how varied they may be. It is applicable to established and emerging destinations, and to those in good condition as well as those with economic or environmental problems. All types of destination potentially face the need to re-think their line of tourism development, and all can benefit from defining a strategy aimed at developing a more sustainable form of tourism.



## Part 3: *The Key Components*

### Participatory structures, management processes, and actions for sustainable tourism

There are three components of a successful strategy and action plan for tourism in the context of Local Agenda 21:

- Establishing effective structures for multi-stakeholder participation, both in setting the direction for tourism in the community and in working together to develop and manage it.
- Identifying a strategy for sustainable tourism within the context of a wider sustainable development strategy that reflects stakeholders views and that allows tourism management to be integrated with other management functions in the destination.
- Identifying and implementing a set of actions, in line with the strategy, that address the economic, social and environmental sustainability of tourism in the area.

For each of these three elements, the experience of the five case studies has been used to inform and illustrate recommendations to local authorities.

#### **3.1 Leadership and partnership structures**

A fundamental requirement of Local Agenda 21 is a bottom-up approach, with the local community closely involved in determining a sustainable future for its area. However such a process needs direction and leadership.

Of course, participatory approaches involving both citizens and enterprises are not specific to the tourism sector. Various participation methods have been illustrated in documents on LA21 methodology, and these can be consulted for detailed guidance.<sup>5</sup> This document addresses only the basic structural issues.

#### **Provide leadership and facilitation through the local authority**

Local authorities are usually well placed to provide leadership on sustainable development and management issues, including tourism. To be effective, they must strike the right balance between leadership and facilitation.

Local authorities often take the initiative for launching Local Agenda 21 and for tailoring it to suit the local situation. They organise and coordinate the participation of others, and implement the actions for which they are responsible. For example, they may provide the various other players with environmental and business support services, such as information, guidance, training, etc., to encourage and enable them to subscribe to the process.

Some authorities will have the necessary skills, including tourism knowledge, to undertake this function. Others may need to acquire them through recruitment, training, or outside assistance.

### **Learning from the experience of local communities...**

The skill, experience and acceptance of LA21 coordinators can be a very significant factor. In Storstrøm, for example, the on-going presence since the early 1990s of a team of four people responsible for supporting the initiatives towards sustainable development is an important element in their success.

Clearly, the structure, responsibilities, strength and resources of local authorities will vary from country to country. In some cases, provincial authorities and local municipalities will need to work together, especially in rural areas where municipalities may be too small to undertake the necessary management functions or to relate to viable tourism destinations.

### **Involve both the environment and tourism departments**

Frequently, the LA21 process in local authorities is led by departments, councillors or officers responsible for environmental issues, as it tends to be better known in this sector. This is an advantage when tackling issues such as pollution control and habitat protection, but can mean that the community's economic and social development are not fully addressed in the process. For successful sustainable tourism planning and development it is essential that departments and staff concerned with economic development and tourism, and who understand markets and enterprise realities, are equally involved.

The starting point may vary between authorities. In Bournemouth, the LA21 is led by the environment team, although the tourism department is very much involved and works in close cooperation with them, as do all the Council services. In Winchester the tourism department put a lot of hard thinking into the right type of tourism for the city and was one of the first of the Council's services to switch over to a sustainable development position. It played a significant role in opening the Council's eyes to sustainability, and the Council then committed itself to producing a global LA21.

### **Seek a high level of political engagement**

The fact that tourism touches so many aspects of society, and cuts across such a wide range of local authority functions, means that it should be addressed at a high level politically and within the executive. This will help to ensure that it is taken into account within the community's overall policy, with effective coordination between departments. Relating tourism to LA21 can help in this respect.

### **Learning from the experience of local communities...**

In Calvià, the LA21 is directly led by the Mayor and his cabinet, which is why not only the local administration, but also private and public partners and the population have rallied so strongly behind it. The tremendous financial stakes attached to tourist activity, as well as the economic clout of the private tourist sector, have led to a particularly marked involvement by councillors in changing the resort's tourism development policy.

### **Ensure that broader LA 21 participatory structures involve tourism interests**

The Local Agenda 21 process requires the establishment of a stakeholder group. This can range from a round table or forum with a limited-term mandate

to a new statutory committee with a long-term mandate. Its purpose is to:

- Create a shared common vision for the future;
- Identify and prioritise key issues;
- Ensure an integrated approach;
- Develop action plans, drawing on diverse experiences and knowledge;
- Mobilise community-wide resources; and
- Increase support for municipal activities.

A stakeholder group might include representatives of local businesses, trade unions, community groups, religious organisations, indigenous communities, or different levels of government, among others.

Within the stakeholder group, it is common practice to establish a set of working groups. These groups might be given responsibility for different stages of the vision and planning process, or be asked to look at specific topics and issues.

Tourism should be integrated into this process by ensuring that the sector is represented in the stakeholder group and the working group structure. In some areas, tourism may be such an important issue that it becomes central to the work of the community's stakeholder group, or requires the establishment of a dedicated stakeholder group with further working groups looking at specific aspects of tourism.

### **Learning from the experience of local communities...**

In Calvià, the Citizens' Forum discussed an initial expert diagnosis, before splitting into six committees reflecting the six themes identified as central to the development of sustainable tourism: population, social integration and quality of life; local ecology; historical and cultural heritage; economy and tourism; town planning system; and key environmental sectors. These committees included citizens, community organisations and enterprises. The Forum and the advisory committees prepared scenarios and a vision for the future of tourism in Calvià, and proposed actions to make the vision a reality. The LA21 priorities were then defined by the Forum, by using a voting system to evaluate the 10 strategic lines of action, 40 initiatives and 15 immediate actions.

In Bournemouth, 100 influential organisations, including a number of tourism associations and bodies, have been brought together to form "the Bournemouth Partnership" to improve local quality of life. The Community Plan, recognised as Bournemouth's LA21 strategy, has been built up by the Bournemouth Partnership and endorsed by these 100 partners.

### **Ensure that ongoing destination management involves environmental and community interests as well as tourism stakeholders**

Partnership is essential not only for the creation of strategies and action plans but for the ongoing development, marketing and management of tourism in destinations.

Many areas have established public-private partnership bodies, sometimes called 'destination management organisations', for this purpose. These are usually independent of the local authority but partly funded by it. Early examples were the Convention and Visitors Bureaus found in various cities. Such partner-

ships commonly involve individual tourism enterprises or representative organisations such as hotel or camping site associations.

It is important to encourage such bodies to promote an interest in sustainability issues amongst their membership and to reflect this in their policies and programmes of action. Local authorities can do this by encouraging them to involve environmental organisations and community groups, not just tourism industry members.

### **Consult and inform the wider community**

Clearly it is not possible to involve all citizens directly in LA 21 bodies. However, there needs to be a process to enable everyone to be informed and to have their say about the sustainable development of their community, including the level and nature of tourism development. This can be achieved through:

- Holding open meetings in different parts of the community;
- Maintaining a good relationship with local media;
- Establishing dedicated communication media such as newsletters and websites; and
- Undertaking resident surveys.

### **Learning from the experience of local communities...**

In Winchester, a citizens' panel of 1,600 residents regularly completes detailed questionnaires on all aspects of the Council's services and strategies, including tourism.

### **Encourage initiative from others, not just the local authority**

Another aspect of partnership is that all those involved initiatives should be able to take action. In Storstrøm the "Sustainable Development around Præstø Inlet" project was launched at the initiative of a campsite owner who wanted to bring all actors together for local tourism development. The surrounding municipalities then signed up to the project to develop sustainable tourism for the site.

### **Engage the customer (tour operators and visitors) in the process**

The partnership process should be as inclusive as possible. It is increasingly recognised that progress in achieving a more sustainable approach to tourism will require getting the message across to, and accepted by, the marketplace. Tour operators and visitors themselves should be engaged in the process, both by seeking their views and by influencing their actions. It is important to understand their expectations, level of satisfaction, and reaction to sustainability issues and alternative travel and product options.

It is not easy to engage individual tourists directly in stakeholder groups, but they can be brought into the process through regular visitor surveys and through excellent information for them in the destination. Hosts, such as accommodation operators, play an important role in communicating ideas to visitors and passing feedback from them to destination planners and managers.

It is easier to engage representatives of the market, such as incoming tour operators, as stakeholders in the planning process. The views of international operators should be included as well. It is also very important to engage transport providers, as they can have a significant influence on tourist flows and impacts.

LA21s tend to be supply-oriented, the link with demand and the market being a relative weakness. Although market assessment has been an important part of tourism planning in destinations, actual dialogue with visitors and tour operators has tended to be rather limited. To some extent this applies to the case study areas as well. However, some of them, such as Winchester, have developed information-gathering and visitor survey mechanisms.

### **3.2 Sustainable tourism strategies and local management tools**

One of the main purposes of creating partnership structures, as outlined in the previous section, is to prepare a widely accepted strategy for the sustainable development of an area that includes tourism.

#### **Ensure that sustainable tourism is integrated within the overall policies and actions towards sustainable development in the area**

The LA21 process involves using the stakeholder group and working groups to identify issues, agree on an overall vision, identify strategic priorities, and establish an action programme. The process requires time and careful consultation.

Tourism should be considered alongside all other issues relating to sustainable development. The relative level of priority given to tourism will vary from place to place, depending on factors such as the current importance of tourism to the economy, the area's resources, and the desires and aspirations of the community. This is likely to influence how tourism is treated within the LA 21 strategy. Some options include:

- Developing a LA21 strategy for the area, of which sustainable tourism is the dominant component, as in Calvià;
- Developing a LA21 strategy that contains some policies and actions for sustainable tourism. This has been the case with Storstrøm and Marie-Galante. In both cases, there are aspects of the whole LA21 strategy that have a bearing on tourism, not just those that are specifically identified as tourism policies or actions. For example, in Marie-Galante, various actions on agriculture and handicrafts involve tourism;
- Creating separate sustainable tourism strategies and LA 21 strategies, but ensuring that they take close account of each other in the way they are formed and implemented. This has been the approach in Bournemouth and Winchester.

#### **Ensure that the strategy for sustainable tourism is based on sound analysis**

While the strategy for sustainable tourism should be integrated into the overall sustainable development strategy, and be developed through a participatory processes involving stakeholders, it is also important that it is based on a sound analysis and framework. This should include:

- An assessment of the area's socio-economic and environmental circumstances and needs and of how tourism can relate to these;
- An audit of resources and facilities for tourism (including natural and cultural resources, infrastructure, etc.) and an assessment of their strengths and weaknesses;
- An analysis of existing and potential future markets;



- An assessment of existing and potential problems and opportunities brought by tourism, including the environmental performance of tourism businesses;
- A long term vision of tourism in the destination at some future point;
- A set of strategic objectives;
- A set of measurable targets and indicators;
- An action plan, including an indication of resources and responsible players; and
- An identified process for monitoring and review.

**Specifically address the economic, social and environmental impacts of tourism within the strategy**

This is a key requirement of LA21. In the past, conventional tourism strategies have tended to concentrate mainly on economic needs and opportunities. The principles of LA 21 planning include:

- “A systemic approach that addresses the underlying causes of social, economic and ecological problems in an integrated way, focussing on the entire systems that are affected, rather than only problem symptoms;
- Ecological limits that are defined by the Earth’s carrying capacity and serve as the limits for development;
- Equity and justice that are secured locally through the provision of equal opportunities and human rights ...”<sup>6</sup>

In terms of tourism, this suggests that there should be an emphasis on issues such as total volumes of tourism, visitor and traffic management, the siting of development, local community attitudes and decision-making, policies towards local employment, access for all without discrimination, retention of income in the local area, etc. These themes are developed further, with practical examples, in Section 3.3 below.

**Place special emphasis on the long term vision**

This is another fundamental aspect of the LA21 philosophy. Conventional tourism strategies have often focussed on driving a five-year action plan rather than truly setting a path towards future prosperity and sustainability.

Clearly, a long-term vision can be used to guide short- and medium-term actions that may emanate from it.

**Learning from the experience of local communities...**  
In Calvià, it became clear that short-term tourism actions were not sufficient to deliver the necessary change in tourism development patterns. A new vision was required that involved a fundamental change in the whole approach to development and planning.

**Make sure the strategy is community-owned and community-driven, but also reflects technical expertise**

The partnership structures and processes outlined in the previous section are essential for a tourism strategy based on LA21 principles. The strategy process should be given enough time to enable full participation by stakeholders in identifying issues and ideas and agreeing on directions and solutions. However,

there are also many aspects of tourism planning, such as market analysis or assessment of environmental sensitivity and impact, that require technical expertise that may need to be brought in from outside.

Community-based Issues Analysis is generally advocated for LA21 work.<sup>7</sup> The key to success with this is to link together the use of participant assessment exercises and expert technical assessments. Stakeholders should participate in technical assessments and the findings of these assessments should be provided as final input into the participant assessment process. In this way, the full assessment exercise can be used to educate residents and stakeholders, and technical findings can be used to validate participant observation and knowledge (and vice versa).

### **Learning from the experience of local communities...**

The painstaking process adopted by Calvià provides a good example of a balanced use of expert reports on technical issues and stakeholder deliberation and decision-making.

### **Integrate tourism into broader planning and management tools and functions**

The recommendations outlined above should ensure that sustainable tourism policies and priorities are reflected in the wider policies of the local authority towards sustainability, and vice versa. However, this synergy should also be carried forward into actual management processes on a day-to-day basis.

There are a number of important management tools relating both to tourism and to sustainable development that may be used by local authorities in pursuing sustainable tourism and the requirements of LA21. Those that have emerged from the case studies are described below.

*Spatial planning.* This is a major tool for organising and controlling development, including building and changes in land use. It is extremely important that sustainable tourism policies be reflected in spatial plans and implemented through rigorous notification and determination procedures. Spatial planning has proved a key tool in Calvià, where the new spatial plan includes the declassification of 1,350 hectares of land previously designated for building, the prohibition of new buildings on rural land and the reduction of maximum population density from 1,708 to 1,491 inhabitants per hectare.

*Carrying capacity or limits of acceptable change.* LA 21 embraces the principle of identifying limits to growth for planning and management purposes. The concept of carrying capacity - the number of visitors that a destination is able to absorb without damage to the environment, community or visitor experience - has been widely debated. It was central to Calvià's approach. Current thinking suggests that it may be misleading to think in terms of specific quantities, but rather to specify clearly the limits to acceptable change and the processes for staying within them.

*Environmental Management System (EMS).* The individual operations and initiatives carried out by the local authority itself, or supported by it, should comply with sustainability principles. An EMS is an effective tool for ensuring the sustainable management of organisations and improving their environmental performance. EMSs, originally designed for private companies, have now begun to



spread to local authorities.<sup>8</sup> Bournemouth has adopted an EMS-style approach (without referring to ISO standard 14001) and Storstrøm County is set to follow suit.

*Integrated Quality Management (IQM).* This concept, long used by industry, has recently been taken up by tourist destinations. Integrated quality management of tourist destinations is a continuous management process that “should simultaneously take into account and have a favourable impact on the activities of tourism professionals, tourists, the local population and the environment (that is the natural, cultural and man-made assets of the destination)”.<sup>9</sup> It involves setting standards, measuring responses and making improvements. The LA21 process and IQM have many points in common, given that the environment plays a major role in destination quality and IQM covers the destination as a whole. However, the central concern of IQM is market understanding and the quality of the visitor experience, which is only partially true for the LA21 process, if at all. The two processes should be conducted in tandem.

*Environmental charges.* The possibility and benefit of putting a charge on the tourism industry or tourists, to raise revenue for conservation and destination management, has been looked at and pursued in some destinations. A tax introduced in the Balearic Islands including Calvià in March 2002, averaging 1 euro per night, is expected to raise some 60m euros. It has been controversial, drawing opposition from many private sector interests. Voluntary initiatives have been pursued in the UK and elsewhere, but have raised only small sums.

**Learning from the experience of local communities...**  
Winchester has adopted an integrated approach to destination management. By gathering information about visitor profiles, movements and trends, the Council can accurately measure the impacts of tourism and develop policies accordingly. Its experience with IQM enabled the Tourism Department to take the lead on LA21.

**Set goals, targets, indicators and monitoring procedures**

The LA21 process requires that strategies (including the sustainable tourism strategy) contain elements that help to ensure that the vision is translated into reality. These include:

- Setting goals that are attainable but also sufficient to achieve the vision over time. These should be agreed amongst stakeholders through the use of priority-setting exercises;
- Setting targets that relate to the goals, and that are achievable and measurable.

The LA21 process identifies four key components for an effective evaluation:

- Establishing a system for all key stakeholders to report to each other on the actions they have taken.
- Developing valid and measurable indicators to measure the performance of the area as a whole. Destinations will vary in terms of what is practicable.
- Implementing a comprehensive analysis and review on a periodic basis.
- Establishing ways of letting everyone in the community know about progress and performance.

Besides the indicators created for study purposes, a small number of simple

indicators should also be developed to allow communication with residents, enterprises and tourists. Everyone in the community should be in a position to assess how much ground has been covered on the long road towards sustainable tourism.

### **3.3 Tourism issues and actions relating to Local Agenda 21**

The philosophy behind LA21 is that circumstances in each community will be different and that priorities and actions should therefore be determined by the communities themselves through the processes outlined above. However, a number of areas for action that are particularly relevant to sustainable tourism and LA21, and that have been highlighted by the case studies, are discussed below. These are actions that seek to promote environmental, social and economic sustainability. Many of them benefit all three, and are mutually reinforcing rather than discrete actions.

#### **Improve environmental planning and management in the destination**

Some issues and actions involve the physical development of tourism. This can include:

- Location and control of new development. The new strict planning policies towards tourism in Calvià have already been mentioned;
- Rehabilitation of the built environment. In Calvià, the community has purchased key sites, and has demolished unsuitable buildings to recreate public open space and a better-quality landscape;
- Careful design of new development, such as low-impact yacht harbours in Marie-Galante.

Provision of environmental control measures and relevant local services, such as monitoring and improving air and water quality, litter clearance, provision of waste recycling schemes, etc. are all functions of local authorities that are relevant to the quality of tourism destinations. Beach management in Bournemouth provides an example.

#### **Promote more sustainable transport**

Transport and traffic management is a major issue for sustainable tourism, including:

- Encouraging use of less polluting transport, with global and local benefits; and
- Reducing traffic congestion, noise, and related problems.

Actions should address transport to and within destinations, and should cover information and marketing as well as physical provision. Examples include:

- Promoting walking and cycling routes and related marketing initiatives in most of the case study areas;
- Provision of integrated transport services on the Bournemouth seafront;
- Gradual replacement of rental cars with electric vehicles in Marie-Galante; and
- More active promotion by destinations and enterprises of ways to reach them by public transport, including offering pick-up services.

### Conserve and promote natural and cultural heritage resources

Relevant actions here cover both control and management activity and positive use of tourism to support conservation. Examples include:

- Conservation and restoration projects at specific sites;
- Visitor management initiatives;
- Promotion of natural and cultural heritage themes and features to visitors;
- Methods of raising more support from tourism for conservation, including use of admission charges and encouraging voluntary donations; and
- Improving information and interpretation, including developing events programmes and training local people as guides, as in Marie-Galante.

### Help tourism enterprises to be more sustainable

Much of the responsibility for reducing energy and water consumption, waste and pollution, as well as securing more local economic and social benefits, rests with individual tourism enterprises. They can be helped to make their operations more sustainable through a variety of actions, including:

- Training courses and one-to-one advice;
- Provision of guidance manuals supplemented by relevant local information; and
- Financial support for new or existing enterprises adopting sustainability principles.

#### **Learning from the experience of local communities...**

The 'environmentally friendly tourism enterprises' project in Storstrøm County provides a comprehensive example, including information, training courses, and visits by an environmental consultant. Marie-Galante has provided capital support and training for sustainable development.

### Use appropriate certification schemes

Recognition of enterprises that fulfil specified sustainability criteria, through awards and labels, can serve as an incentive as well as raising awareness amongst visitors. In some regions of the world, there has been a proliferation of eco-labels related to tourism. A sensible approach at the destination level involves:

- Making use of existing national or wider ecolabeling schemes where they exist, possibly with some local embellishment, as with hotel certification in Storstrøm County and Winchester;
- Further expanding ecolabeling in relation to other types of tourism, and seeking national recognition for this, as was done with holiday houses on Storstrøm; and
- Seeking to integrate ecolabeling with more general quality labelling procedures, as in the new national scheme in England, to which Winchester and Bournemouth relate.

Further consideration should be given to seeking recognition, awards, and accreditation for destinations as a whole for their sustainable approach to tourism. This has been a motivating factor for Bournemouth, and part of

Storstrøm County has been a pilot area for the Destination 21 initiative in Denmark.

### **Prioritise markets that strengthen economic returns**

Many sustainable tourism strategies seek to maximise the economic return they get from tourism without generating significant increases in visitation, especially in the high season where the destination may be operating near capacity. This goal may influence the selection of markets to prioritise in promotion and product development strategies. Examples include:

- Encouraging longer-stay tourism rather than day visitors;
- Seeking higher-spending, year-round visitors, as with Bournemouth's strategy to attract conference tourism; and
- Promoting special tourism offers out of season, such as "Calvià, the European Winter".

### **Promote the use of local products and integration with other sectors**

Local Agenda 21 calls for an integrated approach to sustainable development. Moreover, minimising the leakage of visitor spending from a destination is often seen as an important strategic priority in sustainable tourism strategies. Tourism can help to support other sectors by increasing demand for services and adding a source of income to individuals and small businesses.

Promoting local food to visitors and tourism enterprises and developing local gastronomy, including traditional recipes, can benefit the local economy, cultural traditions, and landscapes. Winchester has been influencing tourism suppliers to develop their own health-oriented products, promoting farmers' markets and other local and organic food producers.

### **Learning from the experience of local communities...**

In Marie-Galante, the development of tourism is closely associated with support for agriculture and handicrafts, all within the context of the LA21. Here, too, minimum levels have been specified for the use of local services and products by tourism enterprises.

### **Spread tourism benefits and opportunities to all**

Social equity is an important principle of LA21. Opportunities for local people to benefit from tourism should be pursued without discrimination. In addition to the participatory measures outlined in the previous section, relevant action includes:

- Promoting employment opportunities widely throughout the community;
- Providing necessary skills training;
- Seeking to improve pay and conditions;
- Pursuing equal employment opportunity policies with respect to race, gender, disability, etc.;
- Making tourism and leisure facilities available to local residents.

Equity principles should also apply to visitors. Relevant action includes:

- Improving accessibility to the destination and its facilities for people with disabilities;

- Promoting a wide selection of accommodation and attractions with a range of prices;
- Maintaining surveys of visitor satisfaction and other feedback processes;
- Taking steps to meet the needs of different types of visitor.

**Learning from the experience of local communities...**

In Winchester, a particular strategy has been to develop products that spread tourism spending into surrounding communities by linking visits to the city with visits to villages and natural heritage sites in neighbouring rural areas.

Examples of attention to detail from the case studies include the provision of non-smoking beaches in Bournemouth and links between the tourism department and the crime prevention group in Winchester.

**Strengthen communication with visitors and local residents**

Effective communication is essential to achieve sustainability objectives. This should apply to both local residents and visitors. Some communication actions have already been mentioned in Section 3.1. Examples include:

- Bringing out the special environmental and cultural qualities and distinctiveness of the destination through image-building and marketing campaigns;
- Providing detailed information to visitors on both the qualities and the sensitivities of the local natural and cultural heritage, and guidance on how to preserve it;
- Seeking financial and other active support from residents and visitors;
- Engaging local media in putting across the sustainability issues and action being taken.

For example, providing quality information to visitors before and after their arrival, and communicating with local schools about sustainable tourism issues, are part of the LA21 programme in Winchester.

## Part 4: Moving Forward

### Promoting the development of sustainable tourism within LA 21 processes

This section presents a summary of action to be taken by governments at an international, national and local level to support a LA21 approach to tourism in destinations.

#### 4.1 *International level*

Organisations that work at the international level (UNEP, UNDP, UNESCO, WTO, WTTC, and ICLEI, among others) have an important role to play in helping local authorities and stakeholder groups in destinations in the sustainable development and management of tourism. These organisations should:

- Identify and better disseminate examples of good practice from tourist destinations - established, recent and emerging - throughout the world that have embarked on LA21 processes (or similar approaches under a different name).
- Support the creation of networks of sustainable tourist destinations, either worldwide or within global regions. The main function of these networks will be to exchange ideas and knowledge.
- Identify policy and planning tools and training requirements that will assist local authorities and destination management organisations to apply LA21 processes to sustainable tourism development and management.
- Prepare and circulate guidelines and advisory material, and promote training and capacity building activities, to meet this goal.
- Encourage more awareness of and response to sustainability issues within the tourism industry, and publicise good examples of partnerships between private companies and local authorities in destinations.
- Identify and support pilot projects to test approaches and guidelines, as well as public/private partnerships and voluntary initiatives based on capacity, willingness and feasibility.
- Gain - and share - more information on the market response to destinations and products that reflect concern for sustainability, such as high-quality environments and cultural distinctiveness.
- Support campaigns to influence international public opinion and tourists' awareness of sustainability issues, including the promotion of codes of conduct and other voluntary initiatives.
- Identify and promote the use of suitable accreditation and certification schemes.

## **4.2 National authorities**

National authorities have an important role to play in creating the conditions for more sustainable development of domestic and incoming tourism, and providing support for local destinations involved in LA21 processes. They should:

- Build national strategies for sustainable tourism based on dialogue with the private sector, local authorities and NGOs.
- Use their statutory powers, particularly on transport matters, to create the conditions for more sustainable tourism.
- Ensure that national tourism organisations and tourism ministries are actively engaged in addressing sustainable development issues in cooperation with environmental ministries and NGOs.
- Encourage all local authorities to prepare Local Agenda 21 strategies and action plans.
- Mount a campaign to encourage local communities to include tourism in their LA 21 strategies, and to reflect LA 21 processes in their tourism strategies. This should include providing information and support.
- Strengthen capacity building for sustainable tourism in local communities.
- Encourage networking among communities most engaged in sustainable tourism development, nationally and within tourist regions.

## **4.3 Local authorities**

All local authorities should be concerned about the sustainable development of their communities. Tourism may play a greater or lesser part, according to the area's location, resources, market circumstances and the general desires and aspirations of the community.

The main recommendations to local authorities are presented and amplified in Section 3 of this document. In summary, local authorities should:

- Initiate and support Local Agenda 21 processes, leading to a LA21 strategy and action plan for their area.
- Ensure that tourism is included in the LA 21 process, strategy and action plan. This should be the case with all areas, irrespective of the level of priority that may initially or subsequently be given to tourism.
- If appropriate, and where tourism is a significant issue, prepare separate sustainable tourism strategies and action plans. These should reflect and be associated with the wider LA21 strategy.
- Ensure that all relevant branches of the local authority are involved in planning and managing sustainable tourism in the context of LA21, with leadership and coordination provided at a senior political and executive level.



- Ensure that tourism enterprises, including tour operators and local service providers, who understand the realities of the market place and of running a viable business are involved in planning sustainable development that includes tourism.
- Establish structures to enable tourism, environmental, and community stakeholders to work together on the general Local Agenda 21 for the sustainable development of the area, and on strategies for sustainable tourism associated with it.
- Develop and maintain permanent partnerships for ongoing tourism management in destinations. These should reflect environmental and community interests as well as tourism interests.
- Consult with and involve the wider community and visitors in these processes.
- Develop a widely accepted long-term vision of tourism in the context of the sustainable development of the local area, and identify actions to achieve this vision.
- Give equal attention to economic, environmental, and social impacts of tourism in strategies and actions.
- Integrate sustainable tourism into more broadly applicable planning and management tools and functions, such as spatial planning, environmental management, economic development, and marketing and information services.
- Set clear goals, targets, and indicators for sustainable tourism and regularly monitor and communicate performance and progress with respect to them.
- Work with relevant stakeholders on a set of agreed-upon actions. Give attention to: planning and development control; transport; conservation and promotion of natural and cultural heritage; influencing and assisting private sector enterprises; reducing economic leakage and integrating with other sectors; ensuring an equitable distribution of benefits and opportunities to local residents and visitors; strengthening communication with all concerned; and other issues as may be determined locally.

## Part 5: Case Studies

### Learning from the experience of local communities

#### 5.1 Bournemouth, Dorset, U.K.

The authority responsible for preparing the LA21 is the Bournemouth Borough Council. Since April 1997, Bournemouth has been a “unitary local authority”, which bears overall responsibility for planning, environmental and tourism-related matters. Bournemouth has 151,000 inhabitants.

##### Local context

Bournemouth is one of the leading British tourist resorts both by size and reputation. In the late 18th century, Bournemouth became a place where wealthy families went to relax and spend their holidays. Bournemouth’s fame rests on the history of how the resort came into being, its gardens, which date back to the same period, and to its seven miles of sandy beaches.

Besides traditional tourism, Bournemouth has also built up a great deal of activity related to language courses, as well as congresses and conferences, with the creation of the Bournemouth International Centre (BIC), which enjoys a Europe-wide reputation.

Bournemouth owes its prosperity to tourism, its leading economic activity. Directly or indirectly, tourism generates more than 16,000 jobs. Bournemouth has over 500 establishments (hotels, guest-houses and B&Bs), providing 21,957 beds.

Bournemouth receives around 1.5 million holiday-makers annually, as well as 4.5 million day-trippers.

Problems concerning sustainability and grounds for preparing an LA21  
Bournemouth has always enjoyed a positive image for the quality of the environment and its tourist facilities, as well as a dynamic and favourable local economic context. Bournemouth is not in a critical position as far as either the environment or sustainability is concerned.

Although Bournemouth's environment is seen as relatively good, the Council is taking account of and seeking to minimise the impact of global environmental problems, such as the rise in sea level caused by climate change, on this coastal town. To this end, works are carried out to protect the coastline and pier structures, whilst to share in combating the causes of climate change, the Council has a priority to raise awareness among industry and the public of the need to reduce the use of fossil fuels.

As a recognised resort of long standing, Bournemouth is aiming with its LA21 strategy to retain a positive environmental image, as well as that of a dynamic resort.

**Bournemouth, Dorset, U.K.**  
Photos and text: with the kind support of Mr. Neil Short, Environmental Co-ordinator, Bournemouth Borough Council

Bournemouth is striving to increase its tourist activity, on which its economy is built. The aim of the LA21 is to permit the expected growth in tourism to be correctly managed, limiting its impact on the urban context and the environment. It therefore has a preventive aim.

The LA21 also aims at allowing Bournemouth to be globally promoted on the European market as a green resort. Indeed, Bournemouth has already been awarded several prizes in recognition of the environmentally-friendly activities it has undertaken (Blue Flag, Green Flag, Green Globe tourism award); it also has one of the highest rates of recycling in the UK. The strategy is the pursuit of awards that can be used to market the town as an "environmental" destination as a whole.

Bournemouth recognised the need to act on environmental and sustainable development issues prior to the Earth Summit. In 1990, the Council set up the Corporate Environmental Strategy Working Group to guide policy, set targets and monitor progress towards them. With the emergence of Agenda 21 and the national campaign launched in the UK to promote LA21, Bournemouth rose to the challenge and decided to enforce the implementation of the principles of sustainability.

#### **Tourism-related issues in Bournemouth's LA21**

Bournemouth's LA21 began as several complementary elements:

- *The Environmental Charter for Bournemouth.* This document was published in 1995 and sets out the Council's general commitment to sustainable development under twelve key issues: energy efficiency; recycling and waste management; transport; planning and the built environment; parks and open spaces; urban countryside; environmental protection; environ-



mental awareness, health promotion and LA21; purchasing; public health; tourism, leisure and economic development; and coastal management and the marine environment. It states how the Borough will fulfil its Local Agenda 21 obligations and provides a framework for drawing up annual Environmental Programmes.

- *The Corporate Environmental Programme.* Each year, all parts of the Council declare what they will do (mainly in partnership with other organisations) towards the aims set out in the environmental charter. These actions are put into a document called the Corporate Environmental Programme. Each year, too, the Environmental coordinator prepares an environmental statement to show progress.



- *The Community Plan.* Bournemouth was one of the first Councils to draw up a Community Plan (something the UK government has now requested of all local authorities). The Bournemouth Community Plan is now officially recognised as the LA21 strategy. It sets out a vision for sustainable development to which partners can sign up, and has objectives, targets and indicators to measure success. The Community Plan has 5 chapters: Strengthening our Economy; Learning throughout Life; Developing Communities and Tackling Crime; Sustaining our Environment; and Caring for People.

As Bournemouth is a tourist destination, many of the actions taken to promote sustainable development will have a direct or indirect impact on tourism. The Tourism services, along with the environmental services, are involved in the shaping and implementation of the tourist-related objectives and achievements, for example:

- Reducing the seasonality of tourism by means of targeted marketing initiatives and the development of business tourism;
- Promoting the Bournemouth Conference Centre, which is highly active and has been awarded the Green Globe award presented by the WTTC;
- Encouraging longer stays as an alternative to day trips;
- Promoting alternatives to extensive car use on holiday, such as providing visitors with full information about cycle ways, footpaths and public transport opportunities, and providing integrated public transport services along the seafront using gas-powered land trains, cliff lifts and bus services;
- Encouraging the development of “green tourism”;
- Providing management plans and educational opportunities at sites of special landscape interest: surveys, carrying capacity programme, monitoring biodiversity at countryside sites; and





- Providing visitors and residents with a better seafront environment, creating the Seafront Service in charge of management of the area, and taking initiatives such as the “no smoking” beaches and the introduction of an electrically powered service van on the seafront.

In 2001 the Council worked with Green Globe 21 to raise environmental awareness within the tourism sector and pursue accreditation as a “green community”.

#### **Integrating sustainable tourism in local management tools**

The LA21 is coordinated by the Borough Council's Environmental Health and Consumer Services. The Tourism Service is particularly responsible for marketing the destination. Like all of the Council's services, it has its strategy document, and like all the Borough services it is very much involved in the LA21's sustainable development strategy.

The Borough Council has, in fact, introduced an informal “Environmental Management System” (EMS) type of approach, of great benefit to the integration of environmental, economic and social issues with general management issues and practices. This approach has given rise to a highly systematic working method, and good cooperation

between the Borough Council's different services:

- The “corporate environmental strategy working group” is made up of representatives from all of the administrative and technical services, as well as councillors from all political parties represented on the Council. It meets twice yearly to consider the actions taken over the year by each service, and to decide on what actions should be taken in the coming year, contributing to the implementation of the LA21.
- The corporate environmental strategy working group approves the “Corporate Environmental Programme”, which is compiled annually and details how the Council will address the Environmental Charter objectives during the financial year. It draws together actions from all Directorates and Business Units, including the Leisure and Tourism Directorate, showing targets, responsibilities and partner organisations. Half-yearly and yearly audits are carried out on progress made and reported to the Member/officer Corporate Environmental Strategy Working Group and Environment Committee. This provides a system for monitoring the Council's own environmental performance.

Furthermore, the practice of Community Planning, setting out a strategy and quantified objectives towards sustainability, and signed by more than 100 partners, has had an important effect in terms of integrating the strategy towards sustainability in Borough Council policy. The Community Plan has

become the prominent vision in terms of sustainable development and the latest edition, published in 2002, recognises this. The Council has been modernised and now works with a Cabinet of elected members making policy decisions, each charged with one particular portfolio (i.e., environment, economy, community. etc.). In time, the Council's Environmental Strategy process will evolve to best support this approach.

**Preparation and implementation of the LA21**

The Bournemouth Environment Forum has been in existence for several years, and brings together those people and bodies that are involved in the environmental field. But the creation of the "Bournemouth Partnership" was an important landmark in terms of dialogue. One hundred influential organisations and individuals have been brought together to form the Bournemouth Partnership to improve local quality of life. The tourism-related organisations include Holiday Flats Association, Hotels and Restaurants Association, Private Hotels and Guest House Association, Conference Bournemouth, International Airport, South West Trains, and the Chamber of Commerce and Industry. The Community Plan has been developed by the Bournemouth partnership, and is coordinated by the Borough Council. It represents a shared vision for the future, signed by these 100 partners.

Publishing the document is only the first stage; since April 2000 all members of the Bournemouth Partnership have been looking closely at this plan and deciding what more they can do, through their own plans and by working with others, including the public and local communities. Members of the Bournemouth Partnership will then be asked about their progress towards the Community Plan's priorities, objectives and targets.

Each year, the Bournemouth Partnership will examine the improvements it has made to the overall quality of life in the town and will publish the results.

**Conclusions**

The case of Bournemouth illustrates how an important resort, which enjoys good economic health and a quality environment, has been mobilised. Whilst not facing any serious problems on the sustainability front, the town has embarked upon an LA21 on a preventive basis, and in order to correctly manage the growth in tourism to which it aspires.

It shows what an EMS-style approach can contribute towards integrating a strategy of sustainable development in local management. The "Bournemouth partnership" is undoubtedly a good example of how partners (including the tourism sector) can be involved in a town's sustainable development project.

**Sources**

Bournemouth Borough Council, 1995. *An Environmental Charter for Bournemouth and Bournemouth 1995 Agenda 21: Declaration of Commitment.*

Bournemouth Borough Council, 2000. *Sustainable Development Strategy at a Glance.*

The Bournemouth Partnership, 2000. *A Community Plan for 2000-2005.*

Bournemouth Borough Council, 2000. *Corporate environmental programme for 2000-2001.*

## Calvià, Majorca, Spain

Photos and text: with the kind co-operation of Mrs. Carolina Suau, LA21 Co-ordinator, Municipality of Calvià

### 5.2 Calvià – Majorca - Spain

The authority responsible for preparing the LA21 is the Municipality of Calvià, Majorca's second commune after Palma. Located in the south of Majorca, Calvià accounts for 4.4% of the island of Majorca's surface area (143 sq kms). It covers 60 km of coastline. It is made up of 16 separate urban centres, including La Villa de Calvià, a historical and cultural centre. Calvià is the most important tourist municipality in the Balearic Islands.

Calvià has 42,000 registered residents, but approximately 50,000 de facto residents, due to the major influx of young people in the high season who come for seasonal work, and the presence of a large retired population from Northern Europe that spends much of the year in Calvià. It includes natural areas of great quality and a diversity of ecosystems.

#### Local context

Calvià was built up in the sixties, during the first international tourist boom, and experienced major demographic and economic growth: since 1960 its population has increased ten-fold.

Economically speaking, Calvià is a dynamic town whose activity hinges entirely on tourism. The average family income level of the population is 130% of the national average and 105% of the European average, and the unemployment rate of 4% is much lower than the national average in Spain.

Fifteen thousand people work either directly or indirectly in tourism - in other words, 95% of jobs are tourism-related. Total tourism income amounts to 860 million euros.

Calvià has 120,000 tourist beds (50% in hotels, 50% in apartments and villas). It is one of the Mediterranean's leading tourist destinations.

In 2000 there were 1.6 million visitors, 86% of whom came from abroad, representing 19 million overnight stays. In the July-August period there are 5 times more tourists than permanent residents.

#### Problems concerning sustainability and grounds for preparing an LA21

Calvià saw twenty years of major, irrational growth, based on unbridled construction having no regard for the commune's environment and natural resources.

Given the saturation of the tourist areas, the deterioration of the environment, and the ageing of the leisure accommodation stock, Calvià faced a major crisis in the late 80s: tourism fell by almost 20% between 1988 and 1991. This crisis concerned not only Calvià but the whole Balearic Islands. The Balearic Autonomous Community, in co-operation with the municipalities, decided to implement an exceptional investment policy to modernise, improve and diversify what was on offer, but this was not enough to reverse the trend in Calvià.

This crisis caused local councillors to become more quickly aware of the highly negative consequences of this model of tourist development, which had brought about:



- A deterioration in living surroundings and the environment, and loss of heritage;
- A loss of tourist attractiveness, a drop in tourist consumption, and in the long run a fall in investment; and
- A fall in the population's standard of living.

In order to combat the destination's decline, in the early 1990s the municipality of Calvià worked out "The Calvià Plan for Tourist Excellence" in conjunction with the Spanish Ministry for Tourism. The plan questioned Calvià's uncontrolled type of tourist development, and opened the way for the adoption of certain important measures:

- The Building Clearance Plan, in order to regain pieces of land in the developed coastal resorts;
- Initiatives to offset the seasonal nature of tourism ("Calvià, the European Winter" campaign); and
- Initiatives concerning training and employment in tourism.

But it became obvious that sectoral objectives and actions had their limitations if they were not part of an integral concept and medium- to long-term development, and if they were not properly coordinated in their economic, social, territorial and environmental interactions.

Some of the signs of non-sustainability include:

- The carrying capacity being exceeded, with serious impacts on the coastal and marine ecosystems;
- The negative impact of tourism as a monoculture on the local population's social and cultural life, and on high season working conditions (low salary system, work pressure);
- The negative impact of tourism as a mono-economy: seasonal pattern, poor business enterprise, and lack of diversification of facilities;





- Negative impacts to an important and undervalued historical and cultural heritage;
- An overdeveloped urban system and the possibility of developing over 1,500 hectares more of natural and rural land, although building restrictions were introduced into Calvià's planning regulations;
- Lack of good public transportation and over-motorisation of the area; and
- Shortage of water, excess petrol consumption and urban waste (municipal rubbish dumps being filled without reasonable alternatives).

In 1995, the decision was taken to promote an overall and long-term strategy aimed at retargeting tourism and local development according to sustainability, with the environmental factor being considered as an essential key for the future, through the preparation of an LA21. The municipality set new objectives for the development of Calvià:

- Conservation of the natural land and sea environment by taking into account its absorption capacity, as well as the effects of human pressure on it;
- Local development based on the sustainable use of available resources and the priority of restoring existing heritage as opposed to new construction growth;
- Restoration, modernisation, and environmental improvement of the residential and tourist urban area;
- A modernised tourism sector, without additional mass tourism, and open to new tourist demands;
- Residential conditions with high levels of social integration, quality of life and active participation in local life; and
- A municipal authority capable of taking action with other administrations and private agents in order to achieve the objectives.

Calvià's action is not isolated. The Balearic Autonomous Community took important decisions in order to improve tourism offerings and to protect the environment: a new tourism law (1998) to restrain the growth of accommodation, a plan for the restoration of the existing hotels, and law to protect 40% of the natural areas, among other steps.

#### **Tourism-related issues in Calvià's LA21**

Since tourism is the cornerstone of Calvià's economic and social development,

the LA21 essentially focuses upon it. The local agenda has defined the project as a “complete restoration scenario”, with the conviction that the best opportunities for the future in Calvià are based on targeting efforts towards conserving the area’s natural heritage, modernising its tourism sector, stimulating the appreciation and restoration of its existing heritage and on the determined pledge to enrich its human and knowledge resources.

These objectives are translated into a set of 10 strategic lines of action, 40 initiatives and 15 immediate actions (only a handful of examples of such initiatives are quoted here):

1. To contain human pressure, to limit growth and to foster complete restoration of the territory and its coastal area: new general town planning (see below) and new eco-responsibility regulations regarding construction.
2. To foster the resident population’s integration, co-existence and quality of life: housing assistance for permanent residents, incentives to involve residents with the environment through Calvià’s volunteer programmes, bringing together 300 volunteers, and creating an ombudsman for citizens and tourists to assist them in their contact with the administration and to monitor the quality of services provided.
3. To protect the natural land and marine heritage and promote the establishment of a regional tourist eco-tax to be used for the environment: creation of a management plan for natural and scenic resources, protection of natural water sources, soil and forests, initiation of a research programme to replace artificial beach regeneration by natural methods, and a pilot scheme for the rehabilitation of the seashore and establishing marine reserves.
4. To restore the historical, cultural and natural heritage: restoration of historical sites and cultural heritage, natural paths and viewpoints, and other natural resources.
5. To encourage the complete rehabilitation of residential and tourist areas: a building clearance plan, renovation of public spaces, and creation of new public spaces and amenities.
6. To improve Calvià as a tourist destination, to seek an increase in expenditure per visitor and aim at balancing the tourist season: updating the tourist facilities in co-operation with the tourist sector, extension of the marketing programme “The European Winter in Calvià”, and promotion of new tourist products.



7. To improve public transport and encourage people to walk or cycle.
8. To introduce sustainable management into the key environmental sectors: a plan to stabilise/reduce water demand and energy consumption, and to reduce, compost and re-use waste.
9. To invest in human and knowledge resources, to boost and diversify the financial system: creation of an agency for sustainable development in Calvià, and incentives to create activities in the rural areas and to promote local agricultural produce amongst Calvià's millions of visitors.
10. To innovate municipal management and increase the capacity of public/private planned investment.

The LA21 includes a number of initiatives for public participation and public awareness. For example:

- Calvià's volunteer programme, with hundreds of people registered as volunteers to participate in initiatives focusing on improving the natural and social environment of Calvià;
- Institutionalisation of the Citizens Forum;
- Environmental week for schools;
- Creation of IFOC (training institute) acting as the agency for sustainable development in Calvià.

### **Integrating sustainable tourism in local management tools**

Calvià integrates sustainable tourism into its local management activities through several management tools:

- *Planning, including spatial planning.* Calvià's LA21 is directly reflected in planning terms. General town planning has been revised, with a reduction of accommodation by more than 40,000 units, reduction of the population ceiling from 1,708 to 1,491 inhabitants per hectare, prohibition of new buildings on rural land, and declassification of 1,660 hectares where construction was previously planned. New building regulations have been passed. There is now a management plan for Calvià's natural and landscape resources, including a municipal moratorium relating to important infrastructural works involving damage to natural and rural systems. A plan for eco-





logical mobility is being studied, the construction of new roads having been suspended pending its introduction.

- *EMS and eco-labels.* The LA21 includes the promotion of EMS and training programmes for complete quality and environmental management. The Ecotur environmental quality label and ISO standards have been introduced in hotels and tourist facilities.

A tourist destination quality management mechanism, the tourist excellence plan, followed by the LA21, represents an on-going quality and innovation process. The Municipality is clearly in charge of integrated quality management and the LA21, steered by the mayor and a team of close advisers. The private sector is closely involved through the Citizen's Forum and other bodies. In 1996, a framework agreement was signed with the most representative trade unions on a social action plan for training and employment, the role of tourism in social action, and other labour-related issues. In 1987 the Municipality produced a technical instrument, Calvià 2000, a municipal corporation for water and waste management, now environmentally-oriented in accordance with LA21.



- *Economic instruments.* The most significant initiative is the creation in 2000 of an eco-tax decided by the Autonomous Community of the Balearic Islands. It should amount to 1 euro per night (on average), paid by tourists. It is expected to generate around 60 million euros, corresponding to around 10% of the Balearic Autonomous Community's budget. This budget is being allotted to the environment (with extra resources for environment policy, for building clearance and conservation of natural and cultural heritage, etc.). The eco-tax has been in effect since March 2002. The Municipality offers subsidies for the purchase of housing for residents and workers who earn low to medium incomes.
- *Voluntary instruments.* Environmental Charter for marinas, harbours, and anchorages has been signed. A renovation programme for hotels, tourist accommodation and tourist facilities has begun under the Spanish quality tourism plan. The programme is directed by the association of hoteliers, with a quality manager being appointed. Preparation and implementation of the LA21 includes definition of working methods and formation of partnerships.

Calvià's LA21 was drawn up in a highly methodical way, with a large section on communication including the participation of citizens, NGOs and business enter-

prises. In 1995, the Town Council drew up an Initial Document as a first approach to the principles and objectives of the LA21. This Initial Document has been circulated and discussed with many local groups and representatives. The Initial Document also proposes a vision of Calvià as a local integrated system, and includes a methodology to build up the Calvià LA21 and to organise broad citizen participation.

Calvià's local system was drawn up with simple criteria based on the following:

- 6 Key Thematic Areas considered as essential parts of the local system of Calvià: population, social integration and quality of life; local ecological, historical and cultural heritage; economy and tourism; town planning system; and key environmental sectors.
- 27 Fields of Reference and 775 indicators in order to allow study and evaluation.

### **Preparation and implementation of Calvià's LA21**

Calvià's LA21 process incorporates the assessment of the initial situation and a methodology based on alternative scenarios: the prospective scenario, which would be reached within a generation if present trends were to continue; and the integral rehabilitation scenario, which would be reached within a generation if building and population growth were contained, if there were general restoration of the natural and built-up heritage, and if local policies were re-targeted on the basis of sustainability criteria.

On this basis, an integrated methodology and six reports were drawn up by different teams of experts on each of the Key Thematic Areas. These reports evaluated the initial situation and drew up the perspective, established recommendations, and identified lines of action and initiatives to be taken.

The *Initial Document*, completed by the *Expert Reports*, was raised for discussion at the Citizens' Forum. This body was also organised in committees reflecting the 6 Key Thematic Areas. Some 150 citizens took part in these Citizens' Forum Thematic Commissions. The participants were able to discuss the initial evaluation and the trends, and to adopt proposed actions for the future.

Two years were spent on drawing up the reports and discussing them. All discussions and input were summarised in a new Document presenting the fundamental proposals of the Calvià Local Agenda 21. This document has been officially approved by the Town Council and by the plenary session of the Citizens' Forum. The document, called "Document for Debate", has now been presented to the rest of the population, as well as to international institutions involved in the issue. Distribution of an opinion poll to all households in Calvià is planned. At the end of this information and consultation period, a Final Document will be drawn up, including any suggestions received, as well as the Municipal Action programme to be developed.

Local players were largely involved with the LA21 process:

- Through the Citizens' Forum;
- Through the participation of municipal and economic agents, NGOs and other institutional support organisations and citizens in the thematic committees;
- Through a survey of all households.



The LA21's priorities were defined by the Citizens' Forum using a voting system for the 10 strategic lines of action and the 40 initiatives. The vote enabled programming between immediate actions (15) and short/medium term and medium/long term actions to be defined. Many players from the tourism sector took part in the Forum.

Calvià participates in a number of international networks and programmes. The town organised an international conference on sustainable tourism (500 participants), followed by the Calvià Declaration on Tourism and Sustainable Development in the Mediterranean, in 1997.

### Conclusions

Calvià provides an example of:

- An integrated approach to tourism in a global, environmental, social, and economic strategy for a given area;
- The importance of the LA21 being steered by the municipality, and of close coordination with players from tourism;
- A demonstration that certain actions can only be conducted at the global tourism destination level, i.e. for the island of Majorca as a whole: eco-tax, controlling carrying capacity, and destination quality policy.

The action of a municipality is important as a trigger factor, allowing ideas to evolve and encouraging the destination as a whole to revise its line of development. It is an excellent lever for participation by residents.

### Sources

Calvià Local Agenda 21, 1999. *The Sustainability of a Tourist Municipality*.

UNEP-MAP-Blue Plan, Mediterranean Commission on Sustainable Development, 1998. *Case study: The Municipality of Calvià*. Report from the workshop on Tourism and Sustainable Development in the Mediterranean, Antalya (Turkey), 17-19 September 1998.

Juan Sanabria, 2000. "Le développement durable, un enjeu pour le tourisme espagnol", *Espaces* 67, novembre 2000.

Miguel Seguí Llinas, 2000. "Le tourisme durable est-il une utopie ? L'exemple du projet d'écotaxe aux Baléares", *Espaces* 67, novembre 2000.

## Winchester, U.K.

Photos and text: with the kind co-operation of Miss Teresa Kennard, Sustainability Officer, and Mrs Eloise Appleby, Head of Tourism, Winchester City Council

### 5.3 Winchester – UK

The authority responsible for preparing the LA 21 is Winchester City Council, Hampshire, England. There are 111,669 inhabitants in the local authority district (as of 2000) and 35,000 inhabitants in the city of Winchester (in 1998).

#### Local context

The district of Winchester is largely dominated by service sector employment, including:

- Tourism
- Public administration
- Armed services
- Finance
- Electronics

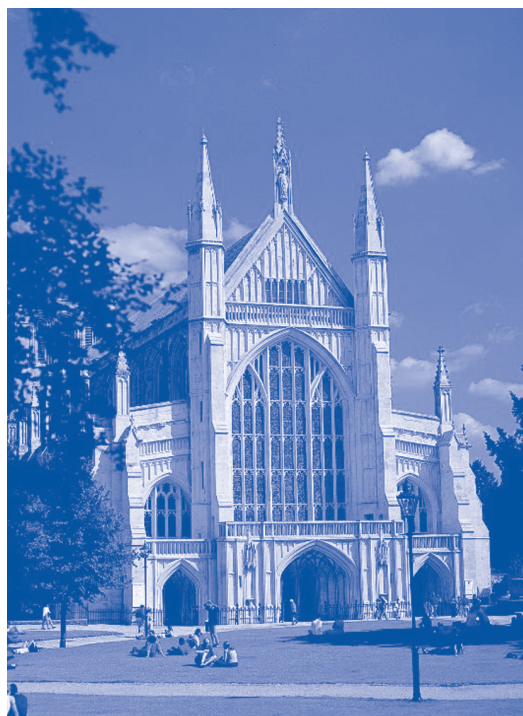
Unemployment in the area is consistently below national and regional averages, and currently stands at 0.8%.

The city of Winchester is well known among both British and overseas visitors. The ancient capital of England, it is a city of outstanding cultural heritage, set in a relatively well-preserved rural area.

Winchester's place as a major urban tourism destination in the UK goes back many hundreds of years. Its strong appeal is focused on the cathedral, where the author Jane Austen is buried.

In common with other historic cities, Winchester offers a combination of interesting architecture, independent retailers and heritage attractions. Of particular interest are the replica Round Table of King Arthur that has hung in Winchester's Great Hall for over 600 years and the national monument to King Alfred in the Broadway. The summer season brings prize-winning floral displays, and open air events in the streets and the Abbey Gardens.

The city enjoys good transport links, situated on the M3 motorway an hour's drive from London and less than 40 minutes from the ferry ports of Southampton and Portsmouth. It is an hour from London by train, and benefits from direct train services from Scotland and the Midlands. Southampton Airport is 20 minutes' drive from Winchester, with connections to the UK and Europe, while Heathrow International Airport is an hour away.



Tourism is a mainstay of the district's economy, growing at 4% annually in the 1990s. Tourism-generated revenue to the district of Winchester is estimated at

£135 million annually (2000 Impact Tourism Study, Southern Tourist Board). In very broad terms, the proportion of tourism expenditure in the Southern Tourist Board area (based on 1998 figures) amounts to £2.1 billion out of a total GDP of £55 billion, or 3.8 percent. Tourism spending supports around 4,000 jobs in the Winchester district. Of over 4 million visitors who come to Winchester district each year, 90% are on day trips. By contrast, 36% of total visitor expenditure is accounted for by visitors staying in the district.

### **Problems concerning sustainability and grounds for preparing an LA 21**

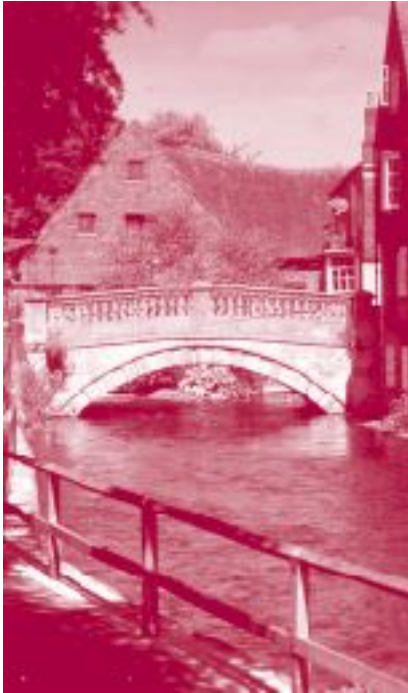
Historic cities in the UK have long struggled with the environmental impacts of tourism, such as erosion, congestion, pollution and intrusion. These effects are often resented by residents, who perceive a conflict of interest that diminishes their quality of life. Over the last thirty years, however, many local councils have acknowledged the real potential of tourism in economic and cultural terms. An obvious, early response has been to encourage visitors in a pro-active way, through the provision of tourist information, pedestrian signs and other facilities. In more recent years, councils have taken additional steps to manage the negative impacts of uncontrolled tourism, with the goal of achieving maximum economic benefits in exchange for minimum negative impacts.



In more recent years, councils have taken additional steps to manage the negative impacts of uncontrolled tourism, with the goal of achieving maximum economic benefits in exchange for minimum negative impacts.

Winchester City Council set up its first tourist information centre in 1985. In 1992, the Council was prompted by research findings and consultation to produce a 'Strategic Tourism Development Plan for Winchester'. This shaped a quality approach to tourism, and questioned its unregulated growth. Most importantly, it aimed to develop tourism for economic benefit whilst managing this development so as to improve the quality of life for residents. In particular, it considered the imbalance of revenue from the large number of day-trippers when compared with the smaller percentage of overnight visitors. It confronted the concern that "the high-volume growth of day-trippers could damage the quality of the product in the long term, and severely test the robustness of the city, especially in sensitive sites. Additionally, the infrastructure costs of managing high volume, low-spending groups could lead to negative marginal utility and a reduction in the quality of life for local residents." (A Tourism Strategy for Winchester District, 1998 – 2001)

Winchester's tourism service played a significant role in demonstrating how the district's commitment to the principles of sustainable development, agreed at the Earth Summit in Rio in 1992, could be integrated into a service area. It also provided a vehicle through which the Council could deliver a number of its strategic objectives, following the Council's own LA21 exercise in 1997. The 1992 tourism plan was revised, improved and supported by a visitor management strategy over the next six years, and finally replaced in 1998 by a "Tourism Strategy for Winchester District". The thirteen key themes of LA21 were set out as a guiding checklist for all activities proposed in this strategy.



### Tourism-related issues in Winchester's LA21

Winchester continues to pursue the themes of LA21 throughout its corporate planning process. A community strategy for the district is currently being drawn up that will include all the sustainability issues in the area. Thanks to the high profile and economic significance of tourism, however, it is the tourism service that has led the way in implementing Winchester's LA21 process. The service sits within the Council's Community Services Department, a discretionary local authority function.

The current tourism strategy is distinctive in the way that it associates ideas on sustainability with the development, management and marketing of Winchester as a tourist destination. It sets out to:

- Recognise and plan for the speed of change in relation to tourism and the environment;
- Redefine tourism as a more environmentally acceptable approach to the conservation of the district than any other industry;
- Look beyond the limits of the city, and embrace the district's rural areas to spread more widely the economic benefits of tourism; and
- Focus tourism policy explicitly on the principles of sustainable development to "ensure that [the Council has] in place policies, processes and practices which truly help contribute towards the economic, environmental and social sustainability of the district well into the new millennium." (*A Tourism Strategy for Winchester District, 1998 – 2001*)

The 1998 Tourism Strategy is LA21 at work in the Winchester district. It focuses on long-term development and strategic objectives, underpinned by the 13 themes of LA21 in a bid to optimise the contribution of tourism to the economic, environmental and social sustainability of the district. Actions directly supporting these themes include:

- *Consumption and waste*: promoting principles of green tourism among local providers.
- *Pollution*: promoting alternative forms of transport; directing car users to low cost Park and Ride facilities and long-stay car parks away from the town centre; working with transport operators to provide and promote an efficient public transport system; development of cycle paths and networks; pedestrian prioritisation schemes; resident permit parking.
- *Wildlife and nature*: marketing outdoor pursuits (e.g. birdwatching, walking) to direct visits away from sensitive areas and to those centres best equipped to accommodate visitor needs.
- *Local focus*: exploiting local characteristics and history in marketing strategy, both to attract visitors and to enhance local pride.
- *Equity*: promoting a wide selection of accommodation and attractions, offering a range of prices to meet most budgets; promoting voluntary registration for quality standards by accommodation owners; coordinat-





ing communications between public and private sector tourism providers of all sizes; creating opportunities for stakeholders to meet and influence tourism policy.

- *Economy and employment:* encouraging the expansion of tourism infrastructure to rural areas; developing rural tourism through new products and by linking city-based products with outlying towns and villages; promoting traditional small to medium enterprises traditionally associated with tourism; marketing of shopping, eating out, events and other town centre activities; contributing to central council planning processes (e.g. the Local Plan).
- *Health:* influencing tourism suppliers to develop their own health-oriented products; promoting alternative methods to car transport; promoting farmers' markets and other local and organic food producers.
- *Access for all:* spreading awareness of and advising local tourism providers about the terms of the Disability Discrimination Act 1995; developing opportunities for all sectors of the community to enjoy Winchester's heritage (e.g. Heritage Open Days); promoting initiatives such as 'Shopmobility'; ensuring that basic information about the district is available free of charge to all who require it, and in a range of formats.
- *Community safety:* contributing to the district's Crime Prevention Group and Community Safety Panel; working with the City Centre Management Group.
- *Education and information:* provision of quality information for residents and visitors (pre- and post-arrival); supporting tourism-oriented learning in schools and colleges; engaging in training programmes for Blue Badge (town) Guides; encouraging adoption of customer care training courses by local tourism providers.



- *Local democracy*: creating opportunities for local people, customers and stakeholders to participate in tourism policy-making.
- *Culture and leisure*: raising awareness of local cultural and leisure facilities among visitors and residents; running special events (e.g. annual literature festival) in keeping with the district's heritage; basing all tourism marketing on the heritage and history of the Winchester district.
- *Local distinctiveness*: marketing themes and developing products based on local features and specialities (e.g. arts and crafts, food and drink); running events to enhance these features; active policies on heritage conservation and regeneration.

### **Integrating sustainable tourism in local management tools**

*The Planning Framework.* The strategy for sustainable tourism is drawn up by the Community Services Department, although wide consultation is carried out with other Council departments and across the local community and regional tourism industry. LA21 responsibility lies with the Chief Executive's Department, alongside strategic and community planning. In Winchester City Council's view, community planning and LA21 are so closely allied that they are being developed together as one strategy.



*Quality Tourism Destination Management.* Winchester has adopted an integrated approach to destination management, maintained through the tourism service. By gathering quality information about visitor profiles, movements and trends, the Council can accurately measure the impacts of tourism and develop policies accordingly. This is currently being supported by a web-based destination management system, devised in partnership with other local authorities, the development of which has been funded in part through a European grant.

*Voluntary instruments.* Winchester's tourism service works in partnership with the regional tourist board, English Tourism Council and local hoteliers and accommodation owners to promote voluntary registration for quality ratings inspections. Although these have not hitherto been compulsory, the hoteliers and tourism service have together adopted a 'code of conduct for tourist accommodation', and – more recently – the Council has introduced a policy that only accommodation that has been through the assessment may be advertised through its tourism service.

### **Preparation and implementation of the LA21**

Winchester City Council's LA21 Working Group was established in 1997 and included City Councillors, representatives from local interest groups and amenity bodies, other local authorities, voluntary groups and residents. Many more participants drawn from across these areas are involved in developing other council strategies, such as the community plan. One key tool is the citizens' panel, a group of 1,600 residents who regularly complete detailed questionnaires on all aspects of



the Council's services and strategies. This kind of community involvement is seen as a way in which the Council can help people to achieve their aspirations for areas that cannot be met through the statutory process.

The tourism strategy is similarly devised in consultation with stakeholders, customers and residents. Working groups, industry meetings, sector meetings (e.g. attractions, retail, accommodation), letters, formal research and other methods are used to gather feedback on current and proposed approaches. Key partners are Hampshire County Council, the Southern Tourist Board and other district authority tourism services. This partnership approach ensures synergy between the actions of tourism suppliers and influencers, leading to real sustainable development. It is not confined to the formal strategy-formulation process, but continues throughout the year to carry forward joint projects and maintain positive communications. Groups include:



- *Discover Winchester Consortium*: Established in 1997 to promote Winchester through targeted, national PR through the pooling of resources;
- *Alresford Town Council Tourism Committee and Bishop's Waltham Tourism Strategy Committee*: Both formed by local communities with the aim of developing tourism in the rural towns outside Winchester;
- *Future of Winchester Group*: Established in 1998 to look at the wider development of the district; and
- *City Centre Management Group*: Established in 1997 to enhance and promote the centre of Winchester for the benefit of traders, residents and visitors.

### Conclusions

Winchester demonstrates the great degree of synergy between the aim of quality tourism management and sustainable development. The LA21 approach is closely integrated with tourism strategy in Winchester, due largely to the strong guidance and an active, professional tourism service within the City Council.

### Sources

Winchester City Council, 1999. *A Tourism Strategy for Winchester District 1999-2001*.

Winchester City Council information pack. *Sustainable Winchester: Local Agenda 21*.

"Future of Winchester Study", November 2000.

European Commission, DG Enterprise, Tourism Unit, Brussels, 1999. *Pour un tourisme urbain de qualité - La gestion intégrée de la qualité (GIQ) des destinations touristiques urbaines*.

## Storstrøm County - Denmark

Photos and text: with the kind cooperation of Mr Bjarne Rasmussen, LA21 Co-ordinator, Green project Region Manager, International Co-ordinator, Storstrøm County

### 5.4 Storstrøm County - Denmark

The authority responsible for preparing the LA21 is Storstrøm County, covering 24 municipalities. The county has an area of 3,398 km<sup>2</sup> (8% of the total area of Denmark), and 260.000 inhabitants (5% of total Danish population). Storstrøm County consists of a group of islands - the three largest of which are Lolland, Falster and Møn - and the Southern part of Sealand.

In Denmark there are two types of local authorities: counties and municipalities. Among the main tasks of the counties are hospitals, social services, upper secondary schools and adult education, environmental protection, road construction, and business development.

Storstrøm County's Local Agenda 21 Action Plan was adopted by the County Council in November 1997. But the County has been involved in the "Green Region Project" since 1991, even before the Rio Conference. The Green Region Project of Storstrøm County received a number of national and international awards, notably the UN Environmental Award during the Rio Conference, and the European Regional Industrial Development Organisation (ERIDO) award for its environmental efforts.

#### Local context

The main business sectors are the metal and electronics industries, food and beverages as well as agriculture - with special emphasis on grain and sugar beet cultivation. The unemployment rate is slightly higher than the Danish average.

Tourism in Storstrøm County is largely oriented toward family groups, bathing and relaxation. The season is concentrated in July and August. More recently, a more varied supply has started to develop: golf, sailing, fishing and cultural tourism.

In 1999 there were about 2,700,000 bed-nights in the County; 50% of the visitors come from Denmark, 50% from foreign countries (mainly from the north of Europe).

Tourism is not a particularly important sector of activity in the County's economy. However, since the early 90s, the County has included tourism amongst the priorities for its LA21 action plan.

"Turisme Region Syd" is one of eight nationally-approved regional tourism development agencies in Denmark. The agency works with master planning, product innovation, market development and organisation, in cooperation with local, regional, national and international key players within the tourism industry. One of Turisme Region Syd's strategies is that all tourism development must be sustainable, if tourists in the future are to have the same opportunities as they have today.

Additionally, the County is subdivided into destinations, in which local tourism offices and organisations promote tourism development.

#### Problems concerning sustainability and grounds for preparing an LA21

The LA21 Action Plan was not prepared in view of any particularly serious environmental problems. Although agricultural pollution does exist, industrial activity - of which there is plenty in the County - is strictly regulated. Bathing waters are of high quality, and the County boasts a large number of "Blue Flag" labels.

Storstrøm County's priority for sustainability has been to take steps to reduce the amount of energy and natural resources consumed by companies.

The Local Agenda 21 process formally started in 1993. The Local Agenda 21 Action Plan of Storstrøm County was unanimously adopted by the County Council in November 1997. It comprises 83 actions, of which six deal with sustainable tourism. The Local Agenda 21 Action Plan emphasises coordinated implementation and ongoing innovating initiatives. The actions of the plan are being implemented while new initiatives are developed.

Storstrøm County's Local Agenda 21 process has taken advantage of the

### **Learning from the experience of local communities...**

Tourism-related actions to be taken in Storstrøm County's LA21 process

Among the Local Agenda 21 actions underway in Storstrøm County that relate specifically to tourism are:

- Environmentally-friendly tourism enterprises (ETE). This project was launched in partnership between the Green Region Project and Turisme Region Syd, the Regional Tourism Development Agency, in order to stimulate environmentally-oriented development of the tourism sector in Storstrøm County. Its objective is to support the enterprises in their attempts to becoming more environmentally friendly enterprises, reducing their consumption and their load on the environment. The objective is to create awareness and motivation and to improve competencies in tourism enterprises on environmental management by using various instruments such as:
  - information on environmental management concepts, labeling schemes and specific environmental measures,
  - training courses on environmental issues, like water and energy conservation, phasing out of hazardous compounds, environmentally safer washing and cleaning, food produced with ecologically sound methods, eco-education, etc.,
  - annual campaigns,
  - advisory activities, including visits by a "green consultant", and
  - management materials, such as checklists and mini-manuals.
- Eco-labeling of holiday houses, launched as a pilot project in the Island of Møn in 1997. It has since become a nationwide labeling scheme and is probably the first of its kind in Europe. The labeling system is composed of nine criteria and the house must obtain at least four of them to qualify for the environmental certificate. In the destination catalogue, the environmentally-friendly holiday houses get better promotion.
- Participation in the "Green Key" national labeling scheme for hotels, including 85 criteria.
- Participation in the project "Destination 21". The island of Møn participates in the project as one of the seven pilot destinations in Denmark. "Destination 21" points out a tourism area that follows the principles of sustainable development. The aim of the project is to develop criteria and indicators for the sustainability of tourist destinations and to identify and certify tourist destinations that can live up to these criteria as "Destination 21". A set of 21 goals and indicators has been developed in four categories: cross-sectoral issues, ecological sustainability, economic sustainability, and socio-cultural sustainability. This label is implemented through strong cooperation between tourism organisations and stakeholders.



previous - and ongoing - Green Region Project, launched in 1991 with a team of four persons to promote sustainable development initiatives. The Green Region Project has been designated as the co-ordinator of Local Agenda 21 in Storstrøm County.

This has given the County experience in green service activities and model projects for sustainable development:

- During the period 1991 to 1994, efforts were concentrated in the fields of cleaner technology, eco-housekeeping, green tourism, and the County as a green undertaking;
- During the period 1994 to 1996, green citizen services, sustainable agriculture, eco-education, international cooperation, and organisation of the Local Agenda 21 process in Storstrøm County were developed;
- Since 1997 the focus additionally has been on the relation between environment and health, environment and culture as well as education for sustainable development;

- Presently there are 3 main types of tasks embedded in the Local Agenda 21 organisation of Storstrøm County:
  - Service: information, guidance, campaigns, training;
  - Demonstration: pilot and demonstration projects;
  - Planning: action plans, networks.
- During 2002 a long term "Local Agenda 21 Strategy" is being developed, as well as a short term "2nd Local Agenda 21 Action Plan".

Since February 2000 all counties and municipalities are required under Danish legislation to have prepared an LA21 Strategy by 2003.

#### **Tourism-related issues in Storstrøm's LA21**

Storstrøm County's work on Cleaner Production started back in 1989 in cooperation with industry. In 1996 the first Cleaner Production project in the agricultural sector was launched, and in 1999 a Cleaner Production project started in the tourism sector. Projects in these 3 business sectors are part of the Local Agenda 21 Action Plan.

Looking at tourism development in a broader perspective, not just from the companies' point of view, some of the most interesting projects and activities in Storstrøm County are:

- The Southern Danish Archipelago - a development perspective comprising a strategy and an action plan for sustainable tourism;
- CoastLink - an international project on Integrated Coastal Zone Management;



- Destination 21 on Island of Møn;
- Environmentally-friendly tourism enterprises;
- Bicycle routes in Storstrøm County;
- Bike and Sea - a bike route around the Danish part of Baltic Sea;
- Green Tours – which this year started a cross border cooperation project with Kreis Ostholstein in order to develop these tours in Germany also; and
- Nature protection and restoration projects.

Six of these eight examples are explicitly mentioned in Storstrøm County's Local Agenda 21 Action Plan from 1997. In addition - and after the completion on the action plan - new Local Agenda 21 projects and activities are being developed, including some in the field of sustainable tourism.

### **Integrating sustainable tourism in local management tools**

The County does not intervene in spatial planning, which is up to the municipalities. Some municipalities have adopted LA21 Action Plans, and most of them have an LA21 coordinator. The spheres of intervention of the County's LA21s

#### **Learning from the experience of local communities...**

*Destination 21, The Island of Møn.* The Tourist Association of Møn has put the highest priority on developing sustainable tourism and becoming one of the first destinations in Denmark to join the Destination 21 scheme. The development of this project went on for three years from 1997 to 2000. The reason why it took three years to develop the scheme is the approach. It was decided from the beginning to use a bottom-up approach in the development of the Destination 21 scheme, in which partners from the industry (the pilot destinations) would form the basis of the development process.

*ETE - Environmentally-friendly tourism enterprises.* Representatives of enterprises and tourism organisation are members of the steering committee of the ETE project. Owners and managers of enterprises as well employees are involved in the development of specific in-house training courses.

*Networks.* The Green Region Project is the coordinator of Local Agenda 21 in Storstrøm County and is involved in several networks:

Regional networks, as coordinator of:

- Network of Local Agenda 21 coordinators of the municipalities in Storstrøm County,
- Network of eco-educators in Storstrøm County,
- Network of green consultants in Storstrøm County, and
- Network on ecological building production in Storstrøm County.

National networks, as coordinator of:

- The Local Agenda 21 group of the Association of County Councils in Denmark.

International networks::

- International Council of Local Environmental Initiatives (ICLEI), participating in the Local Agenda 21 Campaign
- The European Local Agenda 21 campaign entitled "European Cities & Towns campaign"
- Baltic 21 - Agenda 21 for Baltic Region - as member of the steering group, the so called Senior Officials Group,
- Baltic Local Agenda 21 Forum - as co-coordinator, and
- PREPARE: network on sustainable tourism.



and those of the municipality are different; they do, however, have the same aims and complement each other to a great extent. The County's LA21 team regularly meets with its municipality counterparts for training sessions and to trade experiences. The County is in the midst of setting up an Environmental Management System in order to achieve better integration of its LA21 process in its overall policy and management.

#### **Preparation and implementation of the LA21**

Partnerships are the key to Storstrøm County's Local Agenda 21. Tourism-specific partnerships include:

- *The Green Council:* In 1991, a Green Council, functioning as a Local Agenda 21 forum was set up. The Green Council is a cooperation forum for key partners in Storstrøm County and it was assembled for the purpose of discussing and contributing to creating environmentally sustainable development of Storstrøm County. Cooperation in the Green Council cuts across special interests, sectors and organisations. In the Green Council, all strategic issues relevant to sustainable development in the area are discussed, and concrete actions are developed. The Green committee meets twice a year and discusses selected topics, such as the way in which information is passed on to the citizens, water supplies, agricultural development and the relationship between health and the environment. A large part of the Green Council's work is carried out in six thematic groups: sustainable agriculture, green tourism, cleaner technology, eco-households, and eco-education. In addition, the Nature Conservation Board, which is legally bound by the Nature Conservation Act, advises the County Council on the matters of regional planning and the administration of the Nature Conservation Act. The Green Council advises the Green Region Project and the County Council's Committee on Technology and Environment. The two committees have strong cooperation. Chairman of the Committee on Technology and Environment is also chairman of the Green Council.
- *The thematic group concerning Green Tourism:* the Regional Tourism Development Agency, representing the tourism industry, is a member of the Green Council. Further, Storstrøm County co-operates with a number of key tourism actors on developing sustainable tourism in the region – at strategic level, as part of L21 action plans and through pilot and demonstration projects.



- *The inter-departmental Local Agenda 21 group:* the Local Agenda 21 is driven by the Department of Technology and Environment of Storstrøm County. An inter-departmental Local Agenda 21 group has been appointed to find solutions that cut across sectors and Departments. The group's task is, in interaction with the leaders of the Departments, to ensure that they all contribute to Local Agenda 21.
- *Participation process in the "Sustainable development around Præstø Inlet" project.* this project started when the owner of the first Green Key-labeled camping site in Denmark wanted to bring all actors together for tourism development around Præstø inlet. The process of devising a common strategy took place during the winter 2000 and 2001. The participants in the process were the four municipalities around the inlet, Storstrøm County, Turisme Region Syd, the two local tourism information centres in the area, and representatives from the tourism enterprises around the inlet. A proposal for an action plan for development around the Præstø inlet has been elaborated, based on ideas from strategy process. A combined conference and workshop with the purpose of creating ownership for the proposed action plan is being planned, and at the same time the objective is to commit local NGOs and the citizens in the area to work with specific projects.

### Conclusions

On the one hand, Storstrøm County has encouraged the provision of information to those who can act towards sustainability, and has raised their awareness, whilst on the other hand it has organised specific demonstration activities ("it can be done"). The setting up of a permanent team to provide advice to companies and municipalities within the County ensures that the players are consulted and drafted into sustainability efforts. This highly pragmatic approach has proved to be a way of by-passing what is sometimes the overly formal side of LA21s.

The County has built up tremendous experience in partnership with the tourism companies in the private sector. The LA21 Action Plan stresses intervention amongst owners of hotels and tourist accommodation in order to spur them on to better environmental management, and to encourage them to cut down their consumption of natural resources. Some of the ways to do this are through training, audits, eco-labels, etc. The County provides an interesting example of an effective level of intervention for work in contact with industry, in addition to the local level of the municipalities.

### Sources

Bjame Rasmussen, 1999. "Tools for greening of the tourism industry – examples from Denmark." *Tourism and Sustainable Development in the Mediterranean Workshop, 23-24 September 1999, Argostoli-Kefalonia.*

"A closer look at the Green Region Project", *Storstrøm County Environmental Newsletter, April 1996.*

The Secretariat of the Pilot Project Destination 21. *Working Outline for Pilot project Destination 21.*

## Marie-Galante, French Caribbean

Text: with the kind co-operation of Mr. Jean-Marc Pasbeau, Secrétaire Général, Communauté de communes de Marie-Galante. Photos: Barbara Huber

### 5.5 Marie-Galante – French Caribbean

The authority responsible for preparing the LA21 is Marie-Galante, a community of municipalities in the Caribbean. It is a French territory, an island administratively attached to the overseas department of Guadeloupe. European ultra-peripheral region.

The community of municipalities was set up in 1994. It embraces the island's three municipalities: Grand Bourg, Saint Louis and Capesterre. The LA21 thus covers the island as a whole. The three individual municipalities have handed over responsibility to the Community of Municipalities on questions of land planning, the environment and economic development. The Community is financed through direct taxation and by additional funding for investments from the public authorities.

The local Agenda 21 was prepared by a group of experts and adopted in 1999.

#### Local context

Marie-Galante is a small, essentially rural and maritime island (158 km<sup>2</sup>). Its main activities are agriculture (sugar cane production) and processing (rum), fishing, and handicrafts. Compared with Guadeloupe and the Caribbean islands overall, the island has remained on the sidelines of development and modernisation. It has retained a strong cultural identity and a relatively well-preserved natural environment.

The island had 12,500 inhabitants in 1999. The population is decreasing sharply, down 24% over 30 years, due mainly to emigration to Guadeloupe.

Major social problems include unemployment (40%), low income (heavily dependent on social welfare), and the exodus of trained manpower. The island is heavily dependent on funding from mainland France and the EU.

Tourism in Marie-Galante is still largely undeveloped. Foreign investors are few and far between (despite the existence of a rule which exempts investment from tax), and development is in the hands of the locals.



The island receives around 450,000 visitors each year, and an estimated tourist flow of 300 per day in the high season. Tourism is typified by beach tourism and green tourism with short stays of between one and three days, taking advantage of ferry connections to Guadeloupe and the Saints, and several flights each day to Pointe à Pitre. The island has around 700 tourist beds, of which 50% are in guesthouses and rural lodgings.

Marie-Galante is located in the Caribbean region, which is facing a marked increase in tourist pressure; it has nevertheless remained on the sidelines of tourist development in the Caribbean. The island's leaders are convinced that lagging 30 years behind may well turn out to mean being 30 years ahead. Marie-Galante has many assets of its own: it has remained an authentic island enjoyed by connoisseurs; it has retained its local customs and boasts magnificent landscapes and a well-preserved shoreline. There is major potential for tourist development, given the wealth and diversity of its nature, rural heritage and landscapes. Marie-Galante provides an opportunity for alternative, quality tourism in the Caribbean context.

### **Problems concerning sustainability and grounds for preparing an LA21**

Marie-Galante is a small tropical island, which environmentally and socially speaking is in a shaky position because of:

- Population decline (rural exodus and emigration);
- Social and economic decline: high unemployment, lack of motivation and resignation amongst the local population;
- Deterioration of certain coastal environments (coastal areas, coral reefs) and waste from urban areas, and presence of tourism (yachting, diving);
- Pollution of agricultural origin and over-exploitation of the forests;
- Poorly controlled urbanisation and loss of rural areas;
- Locally degraded landscapes.



Environmental degradation is limited, but the threat of uncontrolled tourist development is there. To preserve the local environment, the pressures need to be pre-empted and the risks avoided. The LA21 aims essentially at ensuring the social sustainability of the island's development: improving the living conditions and welfare of its inhabitants, raising the standard of living. It initially targets the island's permanent residents. The overall strategy aims at promoting the socio-economic development of Marie-Galante, whilst protecting the island against the denaturing of its environment and local culture, which would likely be irreversible. The type of tourism being sought is one that is controlled by the residents, with the benefits fairly shared out within the population.

Marie-Galante's LA21 is also a social and cultural project that goes beyond the effects of image and clientele: mustering the majority of the population behind a forward-looking project based on consensus. It is based on the premise that sustainable development is not a naturalistic slogan, rather a manner of thinking, a way of analysing existing development, and a conceptual and methodological framework for retargeting socio-economic development on protecting and sharing natural resources and assets.



### **Tourism-related issues in Marie-Galante's LA21**

In terms of economic activity, Marie-Galante's LA21 encourages a balance between sectors, and the integration of tourism in the island's traditional activities of agriculture and crafts. Agriculture is the key sector of the economy, employing much of the population, and it is agriculture that gives the island and its landscape their character, and forms a large part of its tourist interest.

In terms of tourism the strategy aims to:

- Avoid the risks inherent in tourist development and retain Marie-Galante's strong identity compared with the other Caribbean destinations;
- Encourage a type of tourism that contributes to the aims of the island's social and economic development, helps to bring down unemployment, and boosts residents' income;
- Encourage integrated tourism that complements agricultural activity (guestrooms, meals, visitor reception, etc.) and allows farms to be maintained (providing additional income for farmers).

### **Integrating sustainable tourism in local management tools**

Marie-Galante's tourist strategy is highly integrated with the island's overall sustainable development project. The Community of Municipalities intends to

#### **Tourism-related actions to be taken in the LA21 process**

LA21 actions help promote:

- Tourism as a complement to other activities (particularly agriculture), and endeavours to avoid tourist mono-activity.
- Locally-controlled tourism.
- Better quality provision (accommodation, catering and services).
- Soft tourism based on the island's natural and cultural assets (rare natural resources, quality food products with an identity, historic and rural heritage), which respects them and encourages their enhancement.
- Green tourism that involves the island's interior, rather than beach tourism alone.

The LA21 defines 90 actions grouped under 18 headings. One of these headings is specifically identified as Tourism, but since Marie-Galante has opted for highly integrated tourism, many of the LA21's other actions on agriculture or handicrafts also involve tourism.

Overall strategy:

- to prepare a specific sustainable tourism plan;
- to set up a Tourist Office and bookings centre;
- to create a "Marie-Galante: So true!" collective trademark. Created in 1998, this trademark is granted to any type of provider who meets strict quality specifications;
- to enhance and promote the destination's image and its own specific characteristics within the Caribbean context, focusing on quality and sustainability;
- to develop networking with the neighbouring islands (Guadeloupe, Dominique, and other Caribbean islands).

Improving the quality of accommodation and services:

- to audit and qualitatively and environmentally up-grade hotels, lodgings and guesthouses, with ratings;
- to rehabilitate the entire accommodation pool
- to create a high-level hotel industry with limited carrying capacity;
- to create a small-scale, flexibly structured and reversible yachting harbour with no heavy infrastructure, combining organised mooring with the provision of the main services for yachts;

embark upon a “strategic plan for sustainable tourism” that will set carrying capacity limits in keeping with the LA21 criteria of an environmental, landscape, and social nature, and introduce specifications for setting up tourist companies.

The LA21 is also recognised by the State, the EU and all the other bodies as being Marie-Galante’s development strategy. Any intervention by or funding from these bodies is therefore in keeping with the strategy.

### **Preparation and implementation of the LA21**

The sustainable development strategy for Marie-Galante was prepared by a group of experts at the request of the Community of Municipalities. These experts met and consulted local players, and prepared a reference document which was subsequently completed and approved by a Steering Committee comprising the Community of Municipalities’ Board of Administration, representatives of the local social and economic bodies, and representatives of the services of the State and of the Department of Guadeloupe.

The LA21 was officially adopted by the Community of Municipalities; it was also accepted by all the public partners who finance the action programme.

- to encourage the gradual replacement of the pool of hire cars with electric vehicles (with electricity produced by wind power).
- to introduce specifications to ensure minimum levels of consumption of local services and products by tourist companies (so that those who make use of the landscape, nature, sites and their image also help finance local development);
- to promote the gastronomy of Marie-Galante.

#### Eco-tourism:

- to create rambler paths, island discovery tourist circuits, vantage points and interpretation systems at outstanding sites
- to train locals as heritage and nature tourist guides
- to rehabilitate the historic heritage to create museums and eco-museums
- to develop tourism tied in with fishing by the fishermen themselves, alongside their usual work
- to prepare naturalistic tourist guides for the general public
- to prepare a publication on “Ecology and Folk Wisdom” on local ways and customs related to nature, and to train tourist guides in this knowledge

#### Assisting companies involved in implementing the LA21:

- to set up a risk capital company in conjunction with banks and businesses, in order to encourage the setting up of companies (carried out by the Guadeloupe Region)
- to facilitate access to credit for companies respecting the principles of sustainable development
- to finance technical or marketing advice (consultants) for small companies being set up

#### Involving local players and citizens and raising public awareness:

- to consult citizens about the LA21 by setting up a Standing Forum on sustainable development
- to set up a training centre specialised in sustainable development (renewable energy, habitat, agriculture and tourism)
- to regularly organise clean-up operations for the beaches, lagoons and coastal areas by professionals and local volunteers
- to organise two annual Festival of the Sea days, calling on residents, associations, tourist companies, tourists and yachting and diving clubs

When the Community of Municipalities was set up in 1994, an advisory “economic and social committee” was also established, made up of representative bodies but also of local figures and residents. The committee was not particularly active. When the LA21 got underway, the Community of Municipalities worked through smaller working parties made up of the island’s main official bodies. Gradually, however, NGOs, companies and residents began to express interest in the LA21 and gradually the number of people involved increased greatly. A new development board inspired by Forum 21 is currently being set up.

### **Conclusions**

Marie-Galante is gradually opening up towards soft tourism. Opting for sustainability is not just a matter of putting right the negative effects of tourist development. It lies at the very heart of the island’s strategy for social, cultural and economic development, and its position on the Caribbean tourist market: an authentic destination, something different, breaking the mold of mass tourism.

It is important to note that the strategy is shaped at island level, in other words that it covers the destination as a whole.

Consequently, action is highly consistent, involving product design, improved tourist provision in keeping with sustainability, and global promotion of the destination.

### **Sources**

“Etude de faisabilité pour un Plan de développement durable de l’Ile de Marie-Galante”, European Parliament Information Campaign.

*Agenda 21 Local de Marie-Galante, Outils et démarches pour la réalisation d’Agenda locaux 21*, Call for projects by the Ministry of the Environment, 1999.



## Endnotes

- 1 WTO, WTTC, Earth Council, *Agenda 21 for the Travel and Tourism Industry: Towards Environmentally Sustainable Development*, 1995.
- 2 Convention on Biological Diversity, *International Guidelines for Sustainable Tourism*, 2001.
- 3 ICLEI, Tourism and Sustainable Development, *Sustainable Tourism: a Local Authority Perspective*, 1999.
- 4 It should be pointed out that LA21 approaches are actually quite heterogeneous, depending on the cases studied: LA21 Action Plan, LA21 Strategy, LA21 Declaration of Commitment, Charter for the Environment, Community Plan, etc. Local sustainable development strategies refer either to a single, clearly identified document (as in Calvià), or to several documents (as in Bournemouth and Winchester).
- 5 ICLEI, *The Local Agenda 21 Planning Guide*, 1996.
- 6 ICLEI, *Sustainable Tourism: a Local Authority Perspective*, 1999.
- 7 There is a section on this in the Local Agenda 21 Planning Guide, ICLEI 1996.
- 8 UNEP/FIDIC/ICLEI, *Urban Environmental Management: Environmental Management Training Resources Kit*, 2001. The kit aims to assist local authorities in adopting a systematic approach to integrate environmental considerations into all aspects of their activities.
- 9 European Union, *Toward Quality Rural Tourism, Integrated Quality Management (IQM) of Rural Tourist Destinations*, 1999.

## Selected Bibliography

UNEP, 1999. *Contribution of UNEP to the Secretary-General's report on Industry and Sustainable Tourism for the 7th session of the CSD – Tourism and Environment Protection.*

Commission on Sustainable Development 7th session, 1999. *CSD Decisions and Resolutions, Tourism and Sustainable Development.*

UNEP, 1999. "Tourism", *Our Planet*, volume 10, number 1.

UNEP/FIDIC/ICLEI, 2001. *Urban Environmental Management: Environmental Management Training Resources Kit.*

WTO/OMT, 1999. *Guide à l'intention des autorités locales: développement durable du tourisme.*

WTO, WTTC, Earth Council, 1995. *Agenda 21 for the Travel and Tourism Industry: Towards Environmentally Sustainable Development.*

WTO, 2000. *Sustainable development of tourism, a compilation of good practices.*

ICLEI, 1996. *The Local Agenda 21 Planning Guide, an Introduction to Sustainable Development Planning.*

ICLEI, 1999. *Tourism and sustainable development - Sustainable tourism: a Local Authority Perspective – Background Paper.*

European Commission, Enterprise Directorate General, Tourism Unit, 1999. *Pour un tourisme urbain de qualité – La gestion intégrée de la qualité des destinations touristiques urbaines.*

-, 1999. *Pour un tourisme côtier de qualité - La gestion intégrée de la qualité des destinations touristiques côtières.*

-, 1999. *Towards quality rural tourism – Integrated quality management of rural tourist destinations.*

Association 4D, 2001. *Tourisme, territoires urbains et développement durable.*

Tourism Concern, 1996. *Local Agenda 21, Local Authorities and Tourism – a Preliminary, United Kingdom-based, Investigative Study.*

I&DEA, 1999. *Local Agenda 21 in the UK – Local Agenda 21 Roundtable Guidance - Sustainable Tourism.*

Ken Chamberlain, UNEP-DTIE, 1997. "Carrying capacity", *Tourism Focus*, number 8.

Edward Manning, 1996. "Capacité de charge et indicateurs environnementaux: ce que doivent savoir les gestionnaires du tourisme", *Nouvelles de l'OMT.*

# About the UNEP Division of Technology, Industry and Economics

The mission of the UNEP Division of Technology, Industry and Economics is to help decision-makers in government, local authorities, and industry develop and adopt policies and practices that:

- are cleaner and safer;
- make efficient use of natural resources;
- ensure adequate management of chemicals;
- incorporate environmental costs;
- reduce pollution and risks for humans and the environment.

The UNEP Division of Technology, Industry and Economics (UNEP DTIE), with the Division Office in Paris, is composed of one centre and five branches:

- **The International Environmental Technology Centre (Osaka)**, which promotes the adoption and use of environmentally sound technologies with a focus on the environmental management of cities and freshwater basins, in developing countries and countries in transition.
- **Production and Consumption (Paris)**, which fosters the development of cleaner and safer production and consumption patterns that lead to increased efficiency in the use of natural resources and reductions in pollution.
- **Chemicals (Geneva)**, which promotes sustainable development by catalysing global actions and building national capacities for the sound management of chemicals and the improvement of chemical safety world-wide, with a priority on Persistent Organic Pollutants (POPs) and Prior Informed Consent (PIC, jointly with FAO).
- **Energy and OzonAction (Paris)**, which supports the phase-out of ozone depleting substances in developing countries and countries with economies in transition, and promotes good management practices and use of energy, with a focus on atmospheric impacts. The UNEP/RISØ Collaborating Centre on Energy and Environment supports the work of the Unit.
- **Economics and Trade (Geneva)**, which promotes the use and application of assessment and incentive tools for environmental policy and helps improve the understanding of linkages between trade and environment and the role of financial institutions in promoting sustainable development.
- **Coordination of Regional Activities Branch**, which coordinates regional delivery of UNEP DTIE's activities and ensures coordination of DTIE's activities funded by the Global Environment Facility (GEF).

UNEP DTIE activities focus on raising awareness, improving the transfer of information, building capacity, fostering technology cooperation, partnerships and transfer, improving understanding of environmental impacts of trade issues, promoting integration of environmental considerations into economic policies, and catalysing global chemical safety.

For more information contact:

UNEP, Division of Technology, Industry and Economics

39-43, Quai André Citroën

75739 Paris Cedex 15, France

Tel: 33 1 44 37 14 50; Fax: 33 1 44 37 14 74

E-mail: [unep.tie@unep.fr](mailto:unep.tie@unep.fr); URL: <http://www.uneptie.org/>



**For further information contact:**

United Nations Environment Programme  
Division of Technology, Industry and Economics  
39-43 Quai André Citroën  
75739 Paris Cedex 15, France  
Tel: (33 1) 4437 1450  
Fax: (33 1) 4437 1474  
E-mail: [unep.tie@unep.fr](mailto:unep.tie@unep.fr)  
web: [www.unep.org/tourism](http://www.unep.org/tourism)



**[www.unep.org](http://www.unep.org)**

United Nations Environment Programme  
P.O. Box 30552 Nairobi, Kenya  
Tel: (254 2) 621234  
Fax: (254 2) 623927  
E-mail: [cpinfo@unep.org](mailto:cpinfo@unep.org)  
web: [www.unep.org](http://www.unep.org)

