



AGENDA 21 FOR THE BALTIC SEA REGION

Baltic 21 Series No 7/98:

**Agenda 21
– Baltic Sea Region Tourism**

Baltic 21 Tourism Group

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FOREWORD

The mandate to develop an Agenda 21 for the Baltic Sea Region, with the objective Sustainable Development, stems from the Heads of Government of the region and the meeting of Ministers for Foreign Affairs of the Baltic Sea Region, within the framework of the Council of the Baltic Sea States, including the European Union. Because of this, Baltic 21 comprises all Nordic countries and all other countries around the Baltic Sea. For the Russian Federation only the north-western part is included. The European Union is also a participant in the elaboration of Baltic 21.

Baltic 21 was officially launched by the Ministers of Environment in October 1996 in Saltsjöbaden and the Saltsjöbaden Declaration provides the terms of reference for the Baltic 21 set-up and process. In their back-to-back meeting, the Ministers responsible for spatial planning in the BSR also decided to concentrate work on sustainable development, and in particular to integrate relevant activities with the Baltic 21 process.

Baltic 21 is a democratic, open and transparent process. It is steered by the Senior Officials Group (SOG), with members from the Governments of CBSS and the European Commission, NGOs, intergovernmental organisations like HELCOM, VASAB, International Baltic Sea Fisheries Commission (IBSFC), Nordic Council of Ministers and the international development banks (World Bank, EBRD, EIB, NIB, Nefco). All Baltic 21 documentation; back ground documents, SOG meeting reports, workshop reports, draft texts, are published on the Baltic 21 website (<http://www.ee/baltic21>).

The emphasis of Baltic 21 is on regional co-operation and on the environment and its bearing on economic and social aspects of sustainable development. The work focuses on seven sectors of crucial economic and environmental importance in the region. For each sector, goals and scenarios for sustainable development have been elaborated, as well as a sector action programmes including time frames, actors and financing. The responsibility for the sector work is distributed among the SOG members. The seven sectors and their lead parties are: Agriculture (HELCOM and Sweden), Energy (Denmark and Estonia), Fisheries (IBSFC), Forestry (Finland and Lithuania), Industry (Russia and Sweden), Tourism (Estonia, Finland, Baltic Sea Tourism Commission) and Transports (Germany and Latvia). Work on the Baltic 21 initiative has involved some 300 persons in the region.

The sector reports, and other working papers produced by i.a. VASAB, IFIs, the European Commission, Baltic Local Agenda 21 Forum and GRID-Arendal constitute the background for the integrated and comprehensive Agenda 21 for the Baltic Sea Region. These reports are however not an integral part of the Agenda 21 for the Baltic Sea Region. The Agenda will be adopted by the Council of the Baltic Sea States and will be reported to the Prime Ministers of the region at their next summit.

This report on sustainable tourism in the Baltic Sea Region is a result of regional work during the last ten months. All Baltic 21 countries, especially a network of contact persons have participated in this work. The lead country representatives are from the Baltic Sea Tourism Commission, Estonian Tourist Board and the following Finnish organisations: the Ministry of Trade and Industry (chair), the Ministry of Environment and the Uusimaa Region Council. The text in this report represents a common view of all the participants in the sector work. The network is looking forward to the implementation process, which is going to be discussed at a seminar 14.-16.6.1998 in Tammissaari (Ekenäs), Finland.

Helsinki, May 6th, 1998

1. Executive summary

General situation in the tourism sector

Tourism co-operation in the Baltic Sea Region started already in the early 1980's and attention to the importance of protecting the environment was drawn at several Baltic Sea tourism conferences. Attempts to introduce joint principles were not made until the mid-90's.

At national level the situation differs very much. In Germany and the Nordic countries the level of environmental awareness also in the tourism industry is quite high. Measures to achieve sustainability have been introduced both by destinations, the hotel and restaurant sector and tour operators. Sustainability also forms an integrated part of the national tourism strategies. National plans are however still missing. In the other countries in the region the awareness of the environment has increased along with the change of political situation. Actions in the tourism sector are still few.

Success as a tourist destination implies due attention to the environment. Sustainability in tourism conditions will largely benefit from improvements in sectors such as transport, industry and agriculture. Sustainable development in tourism has also positive effects to other sectors.

Goals and objectives

The overall goal is to achieve a common understanding about the requirements of sustainable tourism in the Baltic Sea Region in order to develop it into a high quality tourist destination. The objectives of the tourism sector in developing sustainable tourism refer to the three main elements of sustainability, that is environment, economy and people and should be:

- to sustain a sound environment, to safeguard the recreational quality of natural and man-made landscape and to integrate natural, cultural and human environments.
- to promote and sustain the competitive quality and efficiency of the tourism business.
- to create satisfactory social conditions for tourists and the local population.

The forecasts by the World Tourism Organization up to the year 2020 indicate that the growth of tourism in the Baltic Sea Region will be high in comparison with other parts of Europe. This should be welcomed as tourism thus increasingly will contribute to economic growth and well-being in the region. The challenge is, however, to achieve also qualitative growth, that is to combine touristic growth with a reduction in the use of energy resources and pollution of the environment. Parameters that allow measurement of social and environmental compatibility along with economic success are thus needed.

Since the Baltic Sea Region consists of very different tourist destinations and features, indicators must be reviewed or elaborated taking into account, i.a., the various sizes of enterprises, economic conditions and ecological situations.

Action programme

There is a wide range of activities to be introduced in the tourism sector, both at the Baltic Sea, national, regional and local level. The intention of the tourism sector report is to achieve a common understanding in the whole Baltic Sea Region of the requirements of sustainable tourism. If measures are introduced according to the recommendations

of the report there will be a base for joint marketing of the region as a quality destination.

National and regional plans should be set up and elaborated. Legislation must be enforced and tourism integrated in the national and regional strategic planning framework.

The most obvious need is to raise environmental awareness among all the numerous stakeholders in tourism. Education is a priority area for action and goals can best be achieved through co-operation in the whole Baltic Sea Region.

The concept of environmental management systems, including certifying, labelling and eco-auditing, which is well known in some of the countries, should be introduced by the tourism industry in the whole area. The different needs for nature and urban tourism should be observed.

A joint clearing house for information on programmes, criteria and indicators should be set up in connection with HELCOM. Sustainable product development and marketing should be a main task of BTC, in close collaboration with the regions around the Baltic Sea, together with compiling information on best practice examples thus facilitating awareness, education and know-how transfer in the tourism sector.

Implementation of tourism development should take place in close collaboration with the European Commission (DG XVI and DG XXIII), e.g. in the context of the current Interreg programmes such as the Interreg II C Baltic Sea programme and future similar programmes combined with PHARE and TACIS programmes and with the assistance of the international financing institutions.

Priorities of work and suggested implementing actors on the Baltic Sea Region level

Awareness

A large circulation of this tourism report will contribute considerably to a better awareness of the requirements of sustainable tourism. Media coverage will be especially important. The report should be an issue for coming seminars. The annual BTC conferences and other suitable meetings will be a natural forum for following the implementation of suggested measures.

Know-how transfer and education

Universities and tourism schools in the region should with the assistance of BTC, BCCA, UBC and BSSSC form an education network. Training programmes could be developed as a project within the EU programmes.

Tourism industry and services

The use of environmental management systems and codes of conduct for tour operators should be introduced in BSR and specially in transition countries. This could be organized as projects within the PHARE and TACIS programmes or other EU programmes or other funding available.

Clearing house

A clearing house with information on i.a. methodology, criteria, indicators, best practice examples and rules of conduct should be established in connection with HELCOM and other relevant organizations with support of participating states.

Product development and marketing

Municipalities, regions, organisations and enterprises around the Baltic Sea should initiate projects related to development of sustainable tourism to be financed e.g. by the INTERREG II C programme linked with appropriate PHARE and TACIS programmes. The BTC BALDER programme could serve as a platform thus strengthening coordination and synergy of the projects.

Financing

The European Union and the international financing institutions should be involved already in the preparation phase of the implementation. Their active presence at coming seminars and conferences is of crucial importance for developing viable projects.

To achieve goals in sustainable tourism development is essential to secure funding.

2. Background

2.1 International initiatives, surveys and reports

2.1.1 Basic initiatives

The concept of achieving sustainable development for the 21st century was discussed and agreed upon at the Rio de Janeiro in "United Nations Conference on Environment and Development" in 1992. The Agenda 21 commitment was established at this historical conference. This new concept has made a great impact at many different levels of our society. The notion of sustainable development has come to the fore as a political goal and has inspired many environmental actions programmes on international, regional, national and local level.

In June 1997 the Special Session of the UN General Assembly included tourism on its agenda for the first time and asked the CSD to elaborate a "sustainable tourism work programme" by 1999.

Baltic 21 is an initiative taken by the region's Prime Ministers at their summit in Visby, Sweden in May 1996.

The Presidency Declaration of the Visby Summit.

"The essential objective of the Baltic Sea co-operation is the constant improvement of the living and working conditions of their peoples within the framework of sustainable development, sustainable management of natural resources and protection of the environment."

This decision was later followed up by the Foreign Ministers meeting in the Council of Baltic Sea States (CBSS) in Kalmar, Sweden in July 1996. The project was officially launched by the Ministers of Environment's meeting in Saltsjöbaden, Sweden in October 1996. The Saltsjöbaden Declaration provides the basis for the Baltic 21 set-up and process.

Agenda for Action

Three action programmes require regional co-operation with regard to,

- People to people
- Economic integration and prosperity
- The Baltic Sea Region Environment

Sector assessment for the Baltic 21

The Baltic 21 project is a regional development of the Agenda 21 that aims at finding a feasible implementation strategy for sustainable development in the Baltic Sea Region.

A salient feature of the Saltsjöbaden Declaration is that considerations on sustainable development and use of resources should permeate policy and economic decisions at all levels of each country and in all sectors of society, governmental actors, NGOs, as well as private firms. In carrying out this task it has been decided that an Agenda 21 document should be worked out for the Baltic Sea region.

This document is meant to cover the following elements:

- definition of goals for achieving sustainable development, taking into account existing mechanisms
- evaluation of activities relevant to sustainable development undertaken so far and identification of obstacles and gaps
- scenarios for the key sectors indicating a path to sustainable development and associated policy changes implied
- action programme for sustainable development, including targets, monitoring methods, time frames, actors and financing

The Baltic 21 project is a regional development of the Agenda 21 that aims at finding a feasible implementation strategy for sustainable development in the Baltic Sea Region. Tourism is one of the seven main sectors included in the Baltic 21 programme. This report documents the process that results in an Agenda 21 for Tourism for the Baltic Sea Region to be adopted in 1998. Other sectors in BSR Agenda 21 are energy, agriculture, forestry, transport, industry, fishery. The Prime Ministers at the Baltic Sea States second summit in Riga, 22-23 January 1998 requested the CBSS to take action on the Agenda 21 report at its next ministerial session in June 1998.

The Agenda 21 for the Baltic Sea Region is a major step in the direction of sustainable tourism. As a political framework it offers the Baltic Sea tourism industry an opportunity to take a lead in implementing sustainable development, whilst at the same time ensuring profitability. By developing tourism products and services within the BSR to make it a high quality destination, a balanced, low impact on the environment would be achieved.

2.1.2 Other international and national initiatives

2.1.2.1 The Council of Europe

The Council of Europe has acknowledged the importance of tourism. During the period 1994 to 1997 the Council of Europe has published three recommendations on policy for sustainable tourism:

- on general policy for sustainable and environment-friendly tourism development R.(94) 7 (appendix)
- on sustainable tourist development policy in protected areas R (95) 10
- on policy for the development of sustainable environment-friendly tourism in coastal areas R (97) 9

2.1.2.2 European Union - Agenda 21

In "Agenda 21 - The first 5 years ; Implementation of Agenda 21 in the European Community" tourism and its implications are noticed on several occasions. In the document it is stressed that coastal environment is often threatened e.g. by tourism. In future plans and progress EU commitment to sustainable development in tourism is expressed as follows:

``Reaching the goal of sustainable development means that countries must integrate their environmental policies with economic sectors including manufacturing industry, transport, agriculture, energy and tourism. The process of broadening and deepening integration must take place at international as well as regional and national levels.``

Sustainable tourism development is one of the five target sectors in the The Fifth EC Environmental Action Programme. Two major principles underpin sustainable development in Action Programme:

- First, the integration of the environmental dimension in all major policy areas is a key factor. Environmental protection targets can only be achieved by involving those policy areas causing environmental deterioration.
- Secondly, only by replacing the command-and-control approach with shared responsibility between the various actors, i.e., governments, industry and the public, can commitment to agreed measures be achieved.

The European Community has in the Fifth Environmental Action programme also a project called "The Sustainable Cities" where tourism is stressed as a key target sector to implement sustainable development. Other initiatives in EU policy are e.g. the Council Directive concerning the Quality of Bathing Water (76/160/EEC) and numerous different policy documents which affect directly or indirectly the tourism industry.

The European Union has adopted "Council Directive 97/11/EC of 3 March 1997 amending Directive 85/337/EEC on the assessment of the effects of certain public and private projects on the environment". As regards tourism and leisure, it deals with topics in relation with

- (a) Ski-runs, ski-lifts and cable-cars and associated developments;
- (b) Marinas;
- (c) Holiday villages and hotel complexes outside urban areas and associated developments;
- (d) Permanent camp sites and caravan sites;
- (e) Theme parks.

European Spatial Development Perspective, ESDP (first official draft) was presented to the ministers responsible for spatial planning of the Member States of the European Union in June 1997. The draft is under discussion in the Member States. In the ESDP work tourism (for example green tourism) has been seen as a way to achieve a good and balanced mix of structure-determining functions in rural areas, especially the remote regions. Landscapes can act as an economic stimulus.

INTERREG II C Baltic Sea Region Operational Programme has been prepared in co-operation between Denmark, Finland, Germany and Sweden, and in consultation with Norway and representatives of the transition countries in the Baltic Sea Region. One of the priorities by which

this programme will be implemented (in 1998-2001) is "Management of spatial planning in relation in particular to natural and cultural heritage and tourism development".

2.1.2.3 WTO and WTTC

World Tourism Organization (WTO)

WTO is the leading intergovernmental organization in tourism. Headquarters in Madrid, WTO is entrusted by 133 countries and territories with the promotion and development of tourism. WTO's mission is to develop tourism as a significant means of fostering international peace and understanding, economic development and international trade. With an affiliate membership of over 300, WTO is the only intergovernmental organization open to the operating sector. It provides a vital forum for governments and the industry to meet and address issues of common interest and concern.

WTO Activities:

- Co-operation for development.
- Education & Training.
- Environment & Planning.
- Quality of Tourism Services.
- Statistic & Market Research.
- Communications & Documentation.

In 1992 WTO with participation of BTC, EU and UNEP arranged a seminar in Tallinn on Tourism and the Environment in the Baltic Sea Countries. At the seminar the "Tallinn Appeal for the development of environmentally sound tourism" was adopted.

WTO has completed a programme to develop a set of indicators for sustainable development within the travel and tourism industry. WTO has also published a Charter for Sustainable Tourism.

World Travel & Tourism Council (WTTC)

The World Travel & Tourism Council (WTTC) is a global coalition of 100 Chief Executive Officers from all sectors of the Travel & Tourism industry, including accommodation, catering, cruises, entertainment, recreation, transportation and travel-related services.

WTTC and WTO Agenda 21

In 1995 WTTC, the World Tourism Organization, and the Earth Council completed an 18-month review of the implications of the Rio Earth Summit for Travel & Tourism. We believe this to be the first comprehensive analysis and response for an industrial sector and certainly a first in terms of collaboration between organizations representing private, public, and environmental interests.

The report, Agenda 21 for the Travel & Tourism Industry, was developed at WTTC's Environment Research Centre (WTTERC). It examines twelve general areas of activity from the Rio Declaration on Environment and Development and translates them into guiding principles for

Travel & Tourism. It suggests priority action programmes for governments and industry with defined goals, improvement paths, and best practice case study support. The central message is that achieving sustainability will depend on:

- the right mix of private initiative, economic instruments, and regulation
- translating global principles into focused local action
- new public-private sector delivery mechanisms.

The report was circulated for comment to government, industry, and environmental organizations. It was the subject of a think tank conference in February 1997 in London and again in Indonesia in November 1997. Agenda 21 for the Travel & Tourism Industry identifies the development of a sustainable tourism programme as the overall aim for both the public and private sectors.

There are nine Priority Areas for Action by Government Departments, National Tourism Administrations and Trade Organizations :

- assessing the capacity of existing regulatory, economic, and voluntary structures to achieve sustainable tourism
- assessing the economic, social, cultural, and environmental implications of the organization's operations
- training, education, and public awareness
- planning for sustainable tourism development
- facilitating exchange of information, skills, and technology relating to sustainable tourism between developed and developing countries
- providing for the participation of all sectors of society
- design of new tourism products with sustainability at their core
- measuring progress in achieving sustainable development partnerships for sustainable development.

For companies, the main aim is to establish systems and procedures to incorporate sustainable development issues as a part of the core management function and to identify actions needed to bring sustainable tourism into being.

Ten Priority Areas for Action by Travel & Tourism Companies are:

- waste minimisation, reuse and recycling
- energy efficiency, conservation and management
- management of fresh water resources
- waste water management
- hazardous substances
- transport
- land-use planning and management
- involving staff, customers, and communities in environmental issues
- design for sustainability
- partnerships for sustainable development.

The challenge of achieving the aims mentioned above will require fundamental reorientation. However, the cost of inaction will far outweigh those of action. In the short term, damage to the industry's resources will continue and businesses may face increasing regulatory or economic penalties. In the long-term, Travel & Tourism's future development will depend on the actions taken now in support of Agenda 21.

2.1.2.4 National plans for sustainable development in tourism

Denmark

Activities undertaken to ensure sustainable tourism

In order to preserve a sustainable environment and to attract ecologically oriented tourists, public authorities, tourist organizations and private enterprises have initiated a range of initiatives. None of these initiatives have been initiated on the basis of Agenda 21, but the overall goals are identical.

Green tags in hotels and youth hostels

Founded in 1994, the Green Key certification system aims at reducing the environmental threat posed by hotels and youth hostels. The Green Key secretariat has developed a list of minimum standards each applicant must meet in order to obtain the certificate. Presently 86 hotels/hostels have obtained the certificate but interest among the remaining hotels are growing.

The Green Fund

The Green Fund donates approximately 50 mio. DKK/year, to projects aimed at preserving the environment. The green guide initiative which accounts for 1/3 of the funds resources, is aimed at local guiding in environmental issues, not least sustainable tourism.

The coastal Conservation Commission and Physical planning in general

According to an amendment from 1994 to the Danish Nature Protection Act, the protection of a zone of 100 m along the coast has been extended to 300 m, stopping all building activities in these vulnerable locations. Considering the Danish geography and the nature of the tourist industry, the non-building zone has vast implications for Danish tourism limiting the potentials of further growth. All physical planning in Denmark is subject to a complex system of hearing rights between the public and authorities at the national, regional and local levels.

The Danish Tourist Board (DT)

In order to ensure an up to date knowledge on the market interest for sustainable tourism, the Board has conducted extensive analysis. These analysis form the basis for the Danish marketing and product development efforts in order to attract segments of "green" tourists. The knowledge is transferred to the industry through reports, seminars and permanent workshops hosted by the Tourist Board.

Policy Changes

The Danish environmental policy aims at ensuring Denmark a leading role in the EU. This growing awareness has resulted in financial support to a wide range of projects focusing on sustainable tourism from the Ministry of Business and Industry as well the tourist industry in general.

Green Destinations

Although no action programme has been decided, the relevant players are in the process of formulating the ultimate goal the concept of Green Tourist Destinations. This new concept of green tourism is currently in the pipeline, and seems to collect support from the relevant players in Danish tourism. To be granted the status of a green destination an area must meet the following demands; local authorities must ensure sustainability in the area (sustainability as defined in Agenda 21). Not only the tourist industry but all sectors of industry, civic society and public administration certain demands to qualify must be met. Presently small-scale projects are being tested in different parts of Denmark.

Association of Hotel, Restaurant, and Tourism Industry in Denmark HORESTA

HORESTA has recently launched two projects concerning the environmental performance of the Danish tourism industry. The goal of the projects is to facilitate the environmentally friendly development of the single members of the industry.

Energy-saving campaign

The purpose of the campaign is to document and inform on possible ways of saving energy in the tourism sector. Various new low-energy equipment is installed in 9 demonstration businesses. Through these businesses the technologies are being demonstrated to rest of the industry. The equipment spans over dishwashers, heating systems, ventilating plants, non-CFC cooling systems etc. The results and the performance of the equipment will be published and made available to other members of the industry through a large information campaign. The overall goal is to cut 5-10% of the energy consumption for all members of the industry within 3-4 years.

Environmental Management in Hotels and Restaurants

In order to help single businesses to take care of their environmental impact, a number of tools are being developed. Presently, audits are carried out at more than 30 hotels and restaurants. The experiences gained through the audits make together with existing knowledge the empirical basis on which the tools will be developed. Tools are developed for all kinds of businesses in the industry as well as for all kinds of environmental ambitions ranging from "fulfilling the legal demands" to "implementing EMAS or ISO14001".

Estonia

The idea of sustainable use of resources in the Travel & Tourism industry is not new in Estonia. Already in 1938 the Institute of Nature Preservation and Tourism was established (under the Ministry of Social affairs) in order to address these issues. The Tourism Law was adopted by Parliament in April 11 1938. In newly independent Estonia the framework Act on Sustainable Development was adopted in February 22, 1995.

Estonian Tourist Board

ETB - the agency within the structure of the government of the Republic Estonia states the main goal for national work as:

to create a balance between the interest of tourists, the local communities, tourism businesses and authorities in such a way that the present and future tourism potential of Estonia will be fully developed in harmony with the environment.

To these ends, ETB has four goals:

- Economical goal: to increase the number of tourist arrivals and overnight stays in regions and to take an active role in optimizing the contribution of tourism to economic prosperity.
- Environmental goal: to support sustainable development by encouraging responsible planning and management practices consistent with the conservation of our natural and cultural heritage.
- Social goal: to promote quality tourism experiences between visitors and the local population and to encourage favorable social outcomes of tourism by assisting in the diversification of the product base and raising industry standards.
- Support goal: to provide and encourage the necessary planning, promotion, coordination, statistical support and research to assist the tourism industry's development.

Ecotourism Development in Estonia

The Kodukant Ecotourism Initiative was set up in September 1994 as a multidimensional project of Rural Development Program 'Kodukant'. As the result of various activities and undertakings of this project the Estonian Ecotourism Association (ESTECAS) was established in 1994. ESTECAS is a non-governmental and non-profit membership organisation, that connects individuals, organisations and authorities for ecotourism development in Estonia. ESTECAS aims to unite different stakeholders for development of ecotourism - "responsible travel that contributes to the well-being of local communities and conserves the natural and cultural heritage".

To achieve this aim ESTECAS has following objectives:

- to develop principles for ecotourism, strategies and action plans, industry guidelines and standards, suitable in the Estonian context
- to promote the ideas of ecotourism and sustainable tourism, responsible travel and tour operation
- to collect, organise, publish and provide the information and know-how of ecotourism
- to initiate and organise projects and actions for conservation of natural and cultural heritage through travel & tourism
- to organise educational, training and advisory programs for ecotourism
- to monitor social, ecological and economical impacts of travel & tourism
- to support activities of product development and marketing
- to participate in international co-operation and networking for ecotourism
- to seek the support of local and state authorities for objectives and programmes of ESTECAS

Policy changes and programmes needed

- Implementation of strategic plan for the development of Estonian tourism, updated in June 1996 and based on a study carried out for Estonian Tourist Board in the context of the EU Phare Programme in April 1995.
- Development of the National Ecotourism Strategy and Action Plan by all national and regional stakeholders.
- Revision of Tourism and Recreational Policy in protected areas. Implementation the system of zoning and user fees.
- Development of national and local land use planning and management methods.
- A Research and Development Program to address the spectrum where tourism and conservation work together.

Finland

In 1993, the Finnish Tourist Board launched a project for the promotion and development of sustainable tourism in Finland (the YSMEK project). The objective of the project was to draw up guidelines and instructions along which the tourist industry would start to carry out mutually agreed environmental programmes. Another objective was to unify the various projects aiming at sustainable tourism. The general guidelines were published at the end of 1993.

The YSMEK group consists of representatives of relevant ministries and agencies, tourism industry organizations, local authorities association and the nature protection association. The tasks of the group include:

- to inform about sustainable tourism and to circulate best practice examples,
- to contribute to the development of education about sustainable tourism,
- to initiate projects and research.

A coming task of the group will be to draw up a national program for Finland.

The YSMEK project published in 1995 a survey, which gathered information on the environmental performance of tourist companies and on how the operations of companies could be developed in order to decrease the negative impacts on the environment. The project applied the so-called eco audit procedure, which was in practice carried out by Savonia Kehitys in ten tourist enterprises of different types, which volunteered for the project. The work was steered by a management group consisting of representatives of the background organizations. The pilot enterprises participated in the expenses of the audits.

The eco audit procedure proved to be a good tool when a tourist company wished to decrease the negative environmental impacts of its operations. During the audit, the management and staff got a clear picture of the extent of environmental questions and how they are connected with different functions within a company.

Factors to have a positive effect on the environmental measures were the clear commitment of the management, the enthusiasm of the staff, and the positive attitude of customers. The persons who carried out the audit contributed rather with co-operation, information, and encouragement than requests and orders.

As a result of the audits, the pilot companies have cut down the use of disposable products, they produce less waste, their sorting methods have been developed, and the consumption of raw materials, water, and energy had decreased. The cost savings, which have been about 10 to 15 per cent regarding electricity and 30 per cent regarding water, have been achieved with small investments - often by changing working methods.

Environmental matters in corporate management is a rather new thing for the Finnish tourist industry. The prevailing international trend requires, however, that a company take environmental matters into consideration in all its operations from marketing and purchases through storing to the restaurant and kitchen, to cleaning, maintenance, and waste management. In addition to this, a company must pay attention to the environmental impacts of traffic, land use, and programme services.

In all the companies that participated in the project there were deficiencies and defects which could easily be noticed by environmentally conscious customers. The major weakness of the companies was the lack of consistency.

Consistent and internationally accepted management of environmental matters is based on an Environmental Management System, EMS, which is built on the basis of the philosophy and systematic of ISO system series. In 1997 the YSMEK project published an Environment Management System handbook for the accommodation and catering industry. If a company so wishes it can have its EMS officially certified according to the ISO 14001 environment standard and participate in the environmental audit scheme EMAS of the EU.

Sustainable tourism development is a key element in the Finnish Tourism Strategy up to the year 2000, published by the Ministry of Trade and Industry in 1996. According to the strategy the aim of Finnish tourism policy is to develop the tourist industry and creating jobs in and around it, protecting at the same time the substantial values inherent in Finnish nature and environment. The goal is to profile Finland on international markets as a tourist country offering experiences of high quality and unspoilt nature based on sustainability.

Germany

The guiding principle of environmental protection policy in Germany is co-operation. Therefore, all parts of the tourism business are involved in the development of sustainable tourism: resorts, tour operators and travel agents, accommodation services. Co-operation partners are the relevant umbrella associations. They have published their own rules, charters or declarations.

Environment Declaration

In October 1997, nine of these organizations jointly published an Environment Declaration with the support of the Ministries of Environment and Economy. They committed themselves to follow ten guidelines for a sustainable tourism development:

1. Initiation and evaluation of general conditions
2. Creation of environment management and environmentally orientated organizational structures
3. Environmental planning
4. Design of sustainable products
5. Protection of environment, nature and culture through tourism
6. Promotion of national corporations and partnership between the tourism industry, authorities, NGOs, local population and the regions
7. International exchange of information, transfer of know-how and technology, international partnerships

8. Promotion of environmental awareness in connection with tourism among providers of services, organization and tourists
9. Systematic inclusion of environmental protection in education
10. Building-up of evaluation and monitoring of ecological, economic and social impact.

National competition to name environmentally friendly tourism resorts

A national competition to name environmentally friendly tourism resorts was launched in 1996 by the German Tourism Association (Deutscher Fremdenverkehrsverband) and the Ministries of Environment and Economy with professional support by the National Environment Agency (Umweltbundesamt). The issue of the competition was how municipalities handled questions in six important sectors:

- transport, air, noise
- waste
- water, waste water
- energy
- nature, landscape
- environmental management

using four criteria:

- positive influence on the environment
- high participation and acceptance
- innovation and creativity
- convincing documentation

Out of 110 participants (cities, communities, spas), 27 received an award for outstanding performance and innovative actions. A new competition is being prepared for 1999/2000. Criteria are being developed using the experience gained by this competition.

Criteria for the accommodation sector have been developed by the German Association for Hotels and Restaurants (DEHOGA). They have been published in a brochure giving advice to companies how to save money and protect the environment at the same time! Numerical indicators help owners of the establishments to calculate savings. The brochure furthermore informs about data gathering methods and eco-auditing. The calculation programme is provided on a CD-ROM.

Criteria for sustainable tourism have also been developed by the German Association of Tour Operators and Travel Agents (Deutscher Reisebüroverband). They have been set up mainly for organisers and users of package tours in three different areas: mountainous areas, the Mediterranean region and remote destinations and developing countries. Brochures have been published for tour operators and travel agents while customers are informed by small leaflets.

The Federal Ministry for Environment has sponsored these activities in order to develop criteria for all branches of the tourism business which can be used to develop a uniform label for

sustainable tourism throughout the whole branch. No decision has been made yet about how to institutionalise the label granting and monitoring. Research into this subject is being sponsored.

To protect biodiversity from leisure and touristic activities, the various above mentioned organizations are co-operating with nature conservation groups toward environmentally compatible behaviour and outdoor activities: They focus, in particular, on measures to transfer those activities to ecologically less sensitive areas, to improve outdoor facilities in densely populated areas and to promote ecologically orientated suggestions for vacation time.

The German Government supports the elaboration of directives and rules on sustainable tourism at international level. At an international conference of Environmental Ministers on "Biodiversity and Tourism" in March 1997, the "Berlin Declaration" was issued (annex). The implementation of the "Berlin Declaration" is to take place within the framework of the Conference of the Parties on the "Convention on Biological Diversity", with the goal of global agreements on sustainable tourism. A first resolution is to be taken at the 4th COP in Bratislava (Slovakia) in May 1998.

Latvia

During the seven years since the regaining of independence, Latvia has succeeded in creating and developing its tourism industry and is looking forward to increasing international contacts and cooperation for the successful integration into the European and world tourism systems. Particular attention is paid to the cooperation in the Baltic Sea region.

Nevertheless, Latvia is still at the beginning to elaborate the legal base and state policy for the sustainable tourism development. At the end of 1997, the Cabinet of Ministers adopted the Latvian Tourism Development Concept and the draft of the Law on Tourism. Both the Concept and the draft Law emphasize that the main tourism development principle is sustainability.

The National Environmental Policy Plan (1995), the National Biodiversity Plan (1995) and the National Environmental Action Program (1997) are comprehensive guides for each development activity in Latvia. Elaboration of the National Biodiversity Strategy has also commenced to implement the requirements of the Convention and EU Directives into sectorial development plans and development programs, including the tourism sector. The draft Law on Spatial Development Planning stresses that the principle of sustainable development and the principle of diversity must be taken into consideration while elaborating any spatial development plans and physical plans, including national programs and sector development plans. The research program Tourism and Environment in the Context of Sustainable Development has started to illustrate the impacts of tourism on the environment, to identify evaluation criteria, indicators and good management practices.

Tourism development in protected and coastal areas is considered essential. For this, the Ministry of Environmental Protection and Regional Development (responsible ministry for tourism industry) has initiated several development projects. Eco-tourism Development Plan for the Western Kurzeme coast of Latvia, including a Management Plan for the Slitere Nature Reserve and the State Protected Area of Culture and History "Livod Randa" is under preparation. The Plan will provide a framework for public and private sector investments for ecotourism. A premium will be placed on the co-existence of tourism with nature, and the preservation of natural and cultural values as well as the integration of tourism into the local communities.

The pilot study for the Development of Sustainable Tourism and Biodiversity Protection of the Northern Vidzeme Regional Nature Protection Complex (approved by the Council of Europe) is

also underway. The main aim is to enhance or protect the natural, cultural and human resources of the area for tourism and socio-economic purposes, in line with the requirements for the protection of the natural environment, particularly the protection of several parts of this vast area, the importance of which are internationally recognized by the Helsinki Convention.

The pilot project to draft national standards for joining the European Blue Flag Campaign involving several local governments has started, too.

WWF has prepared a Plan for Ecotourism development for Lake Pape. Lake Pape area is recognized as one of the most important coastal wetland ecosystems in Latvia and is designated as an internationally significant area for nature conservation.

The Eco Foundation of the Environmental Protection Club issues Green certificates to organic farms offering holidays.

The elaboration of the National Tourism Development Program will start this year. Some of the main guidelines of the state tourism policy that the Program will be based on are:

- development of tourism as a field of economy giving significant impact to GDP and stimulating sustainable regional development and sustainable development of other fields of the economy;
- integration of the sustainable tourism development strategy into sector development plans;
- sustainable use and development of tourism resources by integration of environmental protection and environmental quality improvement initiatives;
- close cooperation between governmental and self-government institutions, entrepreneurs, NGO's, local communities and other groups.

However, in summary, most of the work regarding the planning and implementation of sustainable tourism development initiatives is still ahead of us.

Lithuania

In recent years definite social and economic prerequisites have been already created in Lithuania, and the republic has represented itself in international tourism market as a country with own specific tourism product. Lithuania has understood the necessity of preserving and cherishing Lithuanian natural, historical and cultural monuments.

Natural tourism resources are of great importance. Though Lithuania has experienced the period of "planned socialism", but its specific landscape has been preserved, Lithuanian national parks have been established combining natural and ethnocultural values, and they have become the so-called tourism "postcards".

National plans for environmentally friendly tourism development :

1. At the end of 1997 the Lithuanian Tourist Board prepared an updated National Tourism Development Program and an activity plan for the next 5 years. One of the goals of the program is: tourism must be developed in an environmentally friendly way.
2. Lithuanian Tourist Board is organizing training seminars to the representatives of the municipalities, tourism agencies, hotels, restaurants about environmental issues in sustainable tourism development.
3. Lithuanian Tourist Board was the initiator of Ecotourism Development Program in 2 National Parks and 1 Regional Park of Lithuania. The program has been prepared together with World Tourism Organization.
4. According to the Tourism Law of the Republic of Lithuania the state should ensure national and efficient use of the national tourism resources, their registry and protection. Tourism resources should be used in accordance with public interests, environmental as well as monument protection requirements.
5. At the end of 1996 the Seimas (Parliament) of the Republic of Lithuania agreed to the Lithuanian National Environmental Strategy, Action Program. The tasks of the Strategy are:
 - prevention of further decay of the agrarian recreational environment
 - prevention of further decay of coastal areas
 - prevention of further urbanization of the most picturesque natural areas
6. Lithuanian Hotel Association has introduced of sustainable aspects into hotel management viz.:
 - introducing energy and water saving program into hotel running
 - informing members of the Association about sustainable tourism and best practice from other countries
 - staff training and education in sustainable tourism subjects

Norway

Strategy for sustainable development of Norwegian travel and tourism industry

A working group was established in 1995, to discuss the main challenges and work out strategies to ensure a sustainable development within tourism industry. The tourism industry, the Ministry of Environment, the Ministry of Industry and Energy, the county municipality and the Norwegian society for conservation of nature took part in this work.

Their report presented strategies and proposals for further action late in 1996. Enterprises, authorities and other interested parties are responsible for further action if sustainable development is to be realised within tourism industry. Some efforts to follow up these strategies have been done. Examples:

GRIP Centre, in co-operation with the Norwegian Hospitality Association has started a project to develop tools for environmental labelling for tourist companies, in order to document/publicise environmental efforts.

GRIP Centre has initiated pilot-projects to increase competence in how to work with environmental issues when developing tourist destinations. This project will propose guidelines for tourism industry and destinations.

These days, the Norwegian Hospitality Association is working on an environment-program for enterprises in the accommodation and restaurant industry, to safeguard a good environmental practice.

Methods for nature and land planning

The qualities of nature and landscape are essentially peculiar to the locality, but are also influenced by the amount and organization of tourist traffic and usage. Increased consciousness and competence about landuse are necessary to safeguard a local development that strengthen a tourist product of high quality (also environmentally). To increase competence in this field the ministry has initiated projects to develop better methods for planning sustainable use of land.

Research and studies

Since 1990 the Ministry Industry and Energy has supported a research program to increase competence and managerial information relevant to tourism development, The effects of the tourism industry on nature and environment qualities have also been studied.

Poland

Tourism has become an important element in the strategy for Poland's development. On September 19th, 1994, the Council of Ministers accepted a new strategy. This was set out in a paper entitled "The Objectives of Tourism Economy Development". This is the first governmental document which treats the issues of tourism development in a complex way and points out its interdisciplinary nature. It emphasizes the inter-departmental connections of tourism at the regional and local levels. It also creates the basis for the co-ordination of activities between Ministries and various parties across the industry.

The tourist development strategy covers the short term period of 1994 to 1997 but continues now to the year 2004. The most important strategic targets for Polish tourism are:

- to adjust Polish norms and legal regulations to the standards in force in the European Union and OECD countries, especially in the spheres of international trade, protection of consumer rights, the activities of businesses and institutions rendering services in the field of tourism, recreation and international passenger transport;
- to increase transport and telecommunication access to Polish tourism regions;
- to develop international cooperation local cross-border cooperation in rendering services to tourists and travelers;
- to increase tourist safety;
- to improve environmental protection efforts in areas of special significance to the growth of tourism;
- to create programmes to restructure agriculture and industry taking into account tourism economy needs. In various regions of Poland agrotourism projects are being carried out. Similar tourist initiatives will be created for cities, villages and industrial areas;
- to modernize the Polish tourism industry offer for foreign and domestic customers using PHARE programme funds.

At present the TOURIN II programme is being carried out and it includes a range of projects i.a. :

- the development of a Rural Tourism Strategy which takes into account economic, environmental and social factors. It is focused on active forms of spending holidays and making use of natural and cultural resources of various regions of Poland.
- to develop a national system of roadside assistance services for travelers in Poland. It will be based on 24 bows operating centres with car patrols and systems for car servicing.
- to commence the implementation of the National product development strategy, as developed wider TOURIN 1, which includes among many initiatives a regional development strategy, a programme for the development of new organizational at the national, local and regional levels, an investment fund and supporting investment funding mechanism, the development of feasibility studies to reveal the tourism potential of Poland's regions and the development of an investment promotion fair and supporting initiatives geared to promote Poland's international tourism investment potential.

In March 1995 "The National Tourism Product Development Strategy" was accepted. It defines 5 main tourism products to be developed. These include rural tourism, holiday centres, special interest centres such as those visited by bird watchers and Pilgrims, transient and cross-border tourism and General interest centres such as cities with the focus on history and culture.

Sweden

At the beginning of 1997 the Government changed the instructions for the Swedish Tourist Authority. The responsibility for the Development of Sustainable Tourism in Sweden was elucidated. This change corresponds directly with the long range of programs for Swedish tourism drawn up by the Swedish Tourist Authority. One of the goals and strategies is: Tourism must develop in a sustainable way.

The other national organization for tourism, the Swedish Travel and Tourism Council has released a strategy. Now the Image of Sweden should be a high quality destination offering a variety of experiences in a clean and beautiful environment, rich on culture. Nature and environment are used as key questions for developing the industry not primarily as a restriction for tourism.

During 1996 the Swedish Hotel and Restaurant Association (SHR) initiated a project to adapt an account system based on sustainable economy to the hotel and restaurant industry. The ambition was to present a system which would be easy to handle for as many as possible within the industry, which would inspire to continuous work.

Five clusters were agreed, i.e. Energy and Transport, Waste handling, Consumer goods, Water and food consumption.

They found that an accounting system with key indicators :

- is a simple method for hotel and restaurant establishments to start develop and guiding their environmental efforts which is specifically adapted to the industry
- is an effective method of highlighting and guiding resource consumption in relation to the financial results
- make it possible to present the results to staff. Progress in the environmental work can be easily communicated and will create motivation
- makes it possible to communicate the progress of the environmental work to suppliers, business partners, local authorities etc.
- identifies and tackles difficulties encountered in the environmental work which are common to the industry.

The SHR has also put together the '97 Environmental Barometer, which describes the environmental activities of the Swedish hotels and restaurants. The Swedish Tourist Authority set up a committee consisting of representatives of the travel- and tourism industry. The Authority is supposed to present a program to the Government in 1998. Local and regional communities are all working with Agenda 21 plans. The Government has set up a fund for local investments. Most organizations within the tourism industry are working with sustainable tourism in the same way as SHR.

Russia

Development

Since the UN Conference on Environment and Development the Government of the Russian Federation has been taken a series of important measures aimed at developing sustainable, environmentally sound tourism, which apply equally to the Agenda 21 for the Baltic Sea Region.

Tourism has been included in priorities of a structural transformation of the Russian economy.

In late December 1995 the President signed the "Decree of President of the Russian Federation on reorganising and developing tourism in the Russian Federation". In 1996 a national tourism legislation and regulations compatible with the international requirements were issued.

A federal target tourism programme, based on the modern concept of sustainability, including environmental and socio-cultural aspects, was developed and approved by the government. The overall objective of the programme is to build up within ten years a highly efficient and internationally competitive tourism industry in Russia.

Problems

Although the situation is improving in general, there is a lack of investments in tourism infrastructure and shortage of competent professionals at local level.

2.1.2.5. Baltic Local Agenda 21

Baltic Local Agenda 21 Forum is a new network established in September 1997 to strengthen and facilitate Local Agenda 21 process in the Baltic countries, Russia and Poland. It is a parallel and complementary process to the Baltic21.

Local Agenda 21 (LA 21) activities are based on the Rio Declaration and have started well in numerous cities in the Nordic countries and Germany. Some LA 21 activities are already going on in cities in the Baltic countries, Russia and Poland, but above all, many local authorities and cities in these countries are currently initiating LA 21 activities. In this situation, all actors would benefit from an exchange of experiences and co-operation.

Baltic Local Agenda 21 Forum aims at providing a framework for capacity building related to participatory LA 21 activities within local authorities and communities in this region. In other words, the aim is to launch and support LA activities around the Baltic Sea.

The main goals of this process are raising environmental awareness, strengthening participation and responsibility at the local level and in the long run decreasing the load on the environment. The idea is to build a network of LA 21 contact persons in the Baltic Sea Region, arrange training and seminars as well as support the initiation of LA 21 activities in different countries.

2.1.3 Definition of tourism sector

Definition of tourism sector used in this report

In this report any form of tourist development or activity is included except passenger transport which is covered by the transport sector. Important branches of the tourism sector are accommodation and catering, tour operators and travel agencies, national, regional and local tourism authorities, organizations, guides, research and education, natural and man-made sights, events, nature and culture related activities, shopping.

Tourism Definition :

"Tourism comprises the activities of persons travelling to and staying in places outside their usual environment for not more than one consecutive year for leisure, business or other purposes."

BTC, November 1997

3. Present situation in the Baltic Sea Region

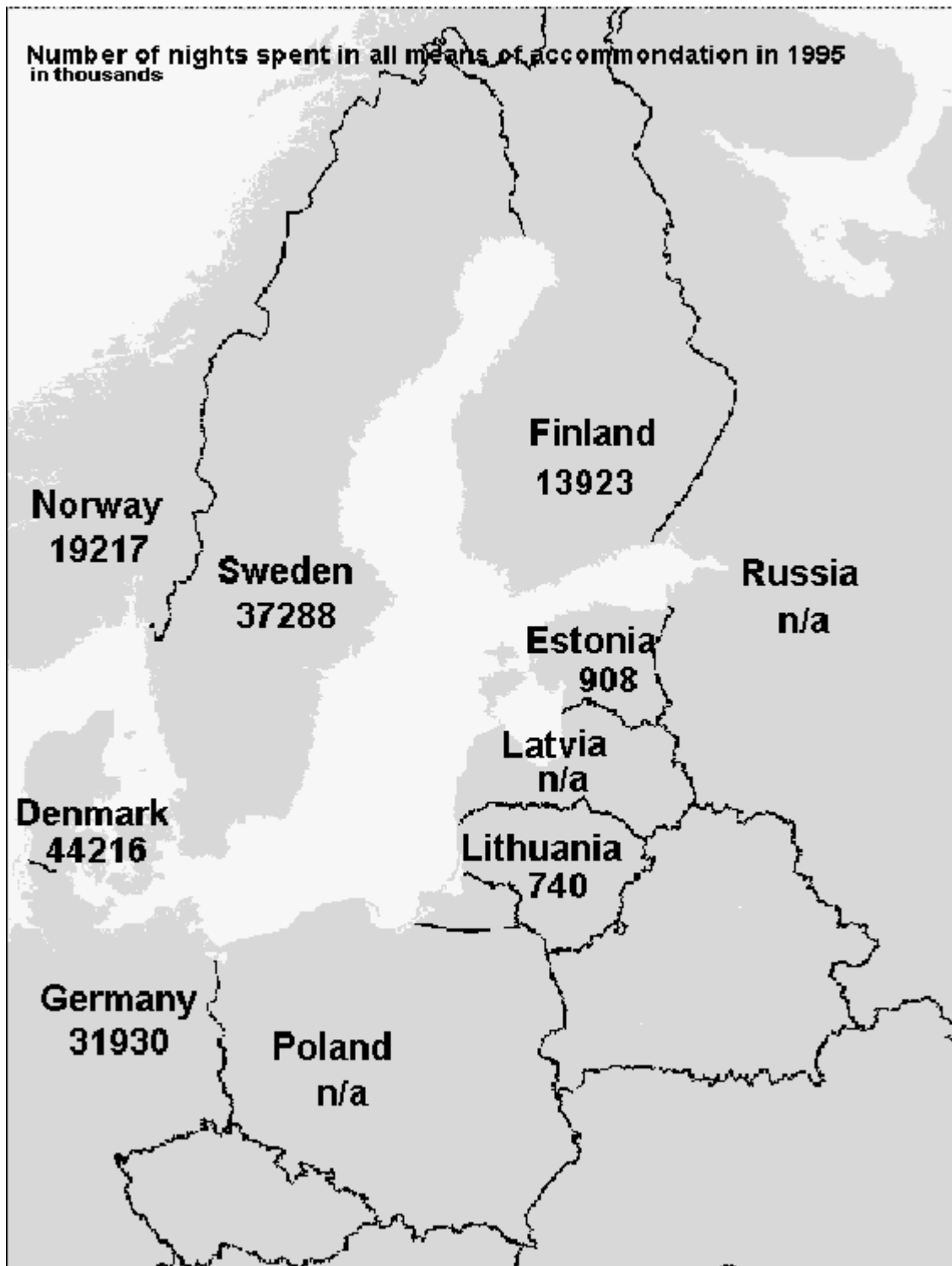
3.1 Present state of the tourism sector

The integration of Europe is making a well-known entity of the Baltic Sea region. As a tourist destination the region is attracting a growing number of visitors. History, culture and nature are the basic elements in the identity.

Most of the tourists in the region are domestic or from neighbouring countries. There are no mass tourism sites in the region as in the Mediterranean area, but the concentration of tourist supply is very high e.g. on the German coast. All capitals are also attracting large numbers of tourists.

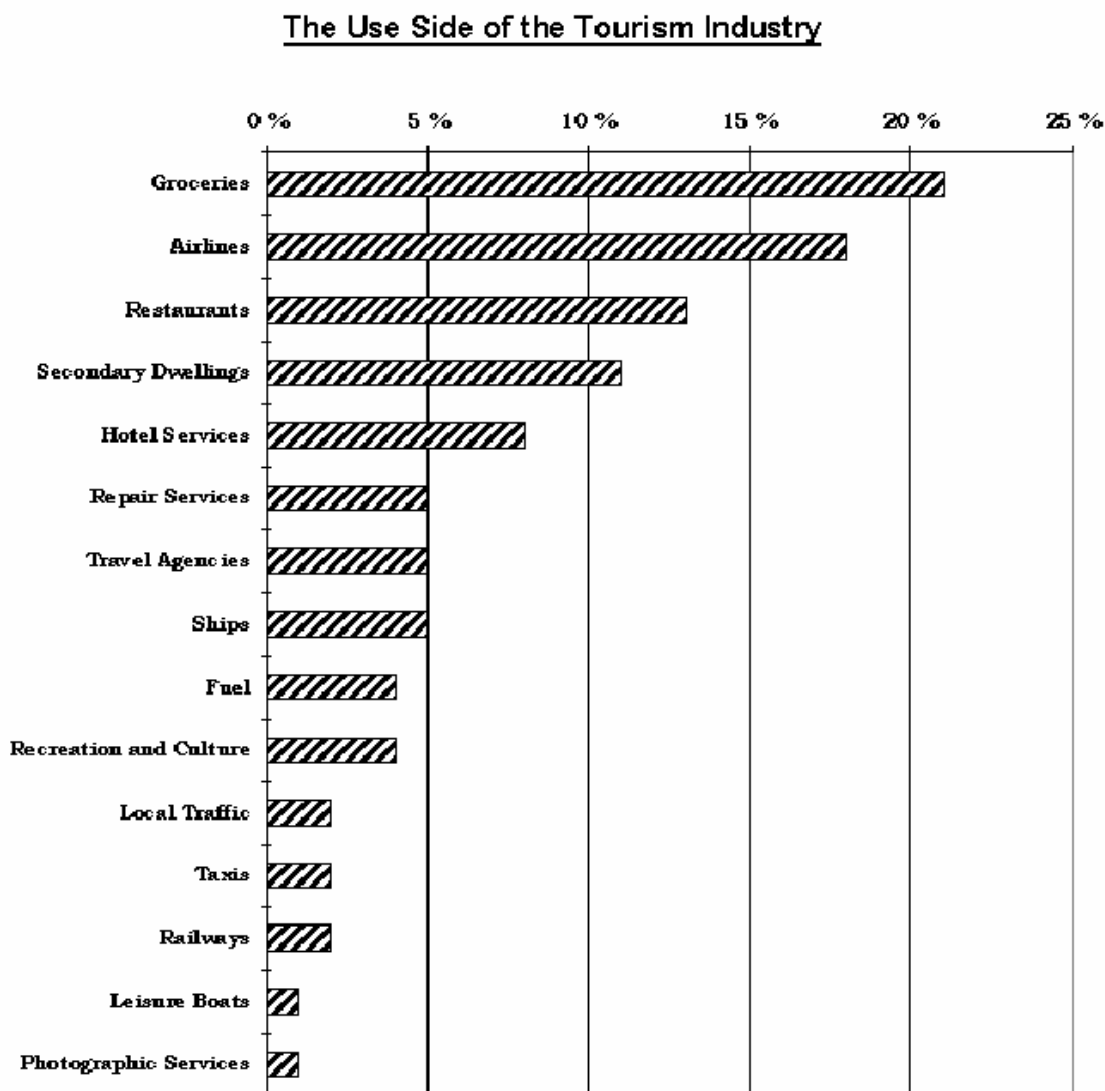
Leisure tourism is concentrated to the holiday season during summer. Winter leisure tourism is undeveloped in the coastal areas in the region except for shopping tourism between pairs of countries such as Sweden-Denmark and Denmark-Germany and to Tallinn where Finnish and Swedish tourists make day visits because of low priced ferry tickets and lower price level. Overnight cruises between Finland and Sweden are popular all the year. During off-season business tourism is of great importance to the hotel and restaurant industry especially in the capitals and other larger cities. New accommodation capacity has rapidly been added in the transition countries.

A new trend is the increasing travel from Russia especially to Finland and Sweden. Also the number of Polish tourists is increasing.



Pic 1. Nights spent by foreign and domestic tourists in all means of accommodation 1995. (Source. OECD 1997 and Federal Statistical Office of Germany 1998 [figures only from Mecklenburg-Western Pomerania and Schleswig-Holstein])

There has been attempts to estimate the economic effects of tourism. On a macroeconomic level it is rather easy, but the microeconomic effects are not known. BTC have made an compilation showing the percentage share of money use.



Pic 2. The Use Side of the Tourism Industry (BTC, November 1997)

Sustainable Tourism

Tourism co-operation in the Baltic Sea Region started already in the early 1980's and attention to the importance of protecting the environment was drawn at several Baltic Sea tourism conferences. Attempts to introduce joint principles were not made until the mid-90's.

At national level the situation differs very much. In Germany and the Nordic countries the level of environmental awareness also in the tourism industry is quite high. Measures to achieve sustainability have been introduced both by destinations, the hotel and restaurant sector and tour operators. Sustainability also forms an integrated part of the national tourism strategies. National plans are however still missing. In the other countries in the region the awareness of the environment has increased with the change of political situation. Actions in the tourism sector are still few.

Success as a tourist destination implies due attention to the environment. Sustainability in tourism conditions will largely benefit from improvements in sectors such as transport, industry and agriculture. Sustainable development in tourism has also positive effects to other sectors.

3.2 Environmental State of the Baltic Sea

Source: HELCOM, January 1998

An inflow of saline and oxygen-rich water in November 1996 did not stop the stagnation in the central Baltic Sea in 1997. Oxygen conditions in the deep water deteriorated and hydrogen sulphide was observed in the bottom waters of the Bornholm and eastern Gotland Basins. Low oxygen concentrations in bottom waters and the decline of benthic macrofauna communities continued in the Gulf of Finland.

Extremely high temperatures and low mixing in the surface layer of the central and southern Baltic Sea due to the calm and sunny weather conditions during July and August 1997 caused considerable oxygen depletion near the bottom in the shallow Danish Fjords and Belt Sea areas. The phosphate concentrations in the surface water continued to decrease in the central Baltic region.

The impact of the flooding of the rivers Oder and Vistula on the Baltic Sea

The flooding of the Oder and Vistula rivers was a dramatic event in the Baltic drainage area in 1997. In close cooperation, Germany, Poland and Sweden combined efforts to monitor possible changes in the Baltic Sea. These monitoring results show that the impact of the additional nutrient and contaminant inputs on the Baltic Sea was only local. Long-term effects on the overall Baltic ecosystems are not to be expected.

Algal blooms in the Baltic Sea

During the past summer, the surface accumulations of blue-green algae were the most extensive and prolonged in the whole Baltic Sea ever recorded. The blooms were verified to be toxic (mainly hepatotoxin nodularin) in the whole Baltic Sea area. In Finland several persons showed effects of blue-green algal toxin and two dogs died after drinking water containing blue-green algae. In Finland and in Sweden, several animals showed symptoms of blue-green algal toxins. Large amounts of blue-green algal biomass were washed ashore, particularly along the whole northern coastline in the Gulf of Finland and in the Archipelago Sea. Stable easterly winds dominating in July and August created unusually persistent upwelling of cold water in many southern and eastern coastal areas and prevented the development of algal blooms there, but these winds extended the bloom into the Sound and Belt Sea.

The extent and duration of the surface accumulations were large due to a coincidental occurrence of several enhancing natural factors. The exceptionally hot weather triggered the blooms early in the season. The large extent of anoxic bottom areas resulted in the release of phosphorus (a limiting nutrient) from the sediment. The long calm periods in June - August made it possible for the algal filaments to concentrate into thick surface accumulations.

A dinoflagellate bloom with toxic effects on the bottom fauna and fish was observed in September - October in the northern Belt Sea and western Kattegat.

3.3 Ongoing work

HELCOM

The Helsinki Conventions

The Convention on the Protection of the Marine Environment of the Baltic Sea Area - Helsinki Convention, was signed in 1974 by the seven Baltic Sea riparian states (Denmark, Finland, German Democratic Republic, Federal Republic of Germany, Poland, Sweden and the USSR). The Convention entered into force in 1980, when it was ratified by all the mentioned states. It covers the whole sea area out to the border between Kattegatt and Skagerak but excludes the internal waters.

In 1992, a revised Convention based on the many years of experience with the 1974 Convention was signed. So far, the 1992 Helsinki Convention has been ratified by Denmark, Estonia, the European Community, Finland, Latvia, Lithuania, Germany and Sweden. Most probably the Convention will enter into force 1998 after ratification by Poland and the Russian Federation.

The decision-making body of the Helsinki Convention is the Baltic Marine Environment Protection Commission, the Helsinki Commission (HELCOM) , an intergovernmental organization with a permanent international secretariat in Helsinki.

A conference at prime ministerial level was held in Ronneby, Sweden in 1990. The prime ministers decided to set up an ad hoc High Level Task Force to elaborate a programme to restore the Baltic Sea to a sound ecological balance. The resulting Baltic Sea Joint Comprehensive Environmental Action Programme (JCP) was approved as regards principles and strategies at a Diplomatic Conference in Helsinki in 1992 and a Programme Implementation Task Force, HELCOM PITF, was established within the framework of the Helsinki Commission.

The Programme consists of six major components:

- Policies, Laws and Regulations
- Institutional Strengthening and Human Resources Development
- Investment Activities
- Management Programmes for Coastal Lagoons and Wetlands
- Applied Research
- Public Awareness and Environmental Education

The Visby Summit (1996) gave extra impetus to the ongoing HELCOM activities to restore the Baltic Sea to a sound ecological balance, as set as the goal for the JCP. The Presidency Declaration given in Visby and the Kalmar Communiqué given by the foreign ministers in July

1996 address i.a. three different but at the same time inter linked actions for the Helsinki Commission.

- The development of an Agenda 21 for the Baltic Sea Region should be initiated.
- The Action Programme adopted by the Council of the Baltic Sea States in Kalmar must be implemented
- The JCP must be updated and strengthened as a part of the Third Action Programme as it will become an important element in the elaboration of the Baltic Agenda 21.

The HELCOM JCP should be updated and continued to be a basis for joint action as well as being an important element in the elaboration of an Agenda 21 for BSR.

VASAB

In the Vision and Strategies around the Baltic Sea 2010 (VASAB) there are i.a. goals concerning islands:

- islands functioning as a touristic core in the Baltic Sea Region
- coastal zones planned and developed with careful balance between development and protection

Recommendations concerning tourism on guidance for the process of spatial planning and management in the coastal zone:

- planning for new activities concerning urban development, construction, infrastructure, vacation centres and leisure facilities in the coastal zone outside existing urban settlements should be based on a planning-related or functional justification for a coastal location
- vacation centres and leisure facilities should be located in accordance with local land use plans and coherent considerations arising from national or regional tourism policy taking into account the preservation of landscapes, nature, cultural heritage and the carrying capacity of the landscapes

BTC

BTC - Baltic Sea Tourism Commission started its activities in the early 80's with the objectives of promoting the natural and sustainable development of travel and tourism within and to the Baltic Sea region.

In March 1997, BALDER - the Tourism Development and Co-operation Programme for the Baltic Sea Region was submitted to the Conference Convened in Riga by His Excellency Mr. Valdis Birkavs, the Minister of Foreign Affairs of the Republic of Latvia and Chairman of the Council of the Baltic Sea States. Representatives for National Tourist Boards and administrations of nine Baltic Sea countries participated, as well as representatives from Baltic 21 and VASAB 2010.

The meeting approved of the proposition of BALDER to establish five project groups where sustainable tourism and education is one. The others are focusing the cultural heritage, development, information and communication and a general programme for the development of tourism in the Baltic Sea region.

Within the project sustainable tourism, BTC is a partner in the Baltic 21 work sector tourism, together with Finland and Estonia.

The BTC aim in sustainable tourism is to create funding to initiate product development, mainly in the cultural and maritime heritage of the region, and to develop quality tourism.

By compiling information on best practice examples, BTC can effectively contribute to awareness, education and know-how transfer in the process of developing sustainable tourism.

3.4 Conference Recommendations and Conclusions

Hanasaari

A first Seminar on Sustainable Development of Tourism in the context of Agenda 21 for the Baltic Sea Region was held in Hanasaari, Finland, August 18-19, 1997.

The seminar was arranged by the Baltic 21 Tourism Steering Group. 70 representatives of nine Baltic Sea countries participated. The seminar was the first in a series with the aim of preparing the tourism sector report.

The objectives of the Agenda 21 for the Baltic Sea Region and the work of HELCOM in the field of sustainability were presented. At the seminar the national work on sustainable tourism in Finland, Sweden and Estonia was presented as well as regional cooperation and rules for sustainable tourism.

The working groups of the seminar had as themes nature tourism, tourism enterprises and structures of sustainable tourism. The nature tourism group identified on-going projects in the region and in the enterprise group Fritidsresor and Scandic Hotels presented their environment policies.

All work in the seminar was linked to the report to be presented in 1998 and the seminar also accepted the structure of the report.

(See Appendix for conclusions)

Pärnu

International Conference on Central and Eastern Europe and Baltic Sea region: "Ecotourism - Balancing Sustainability and Profitability", 22-23 September 1997 Pärnu, Estonia.

The conference was organised by the Estonian Ecotourism Association - ESTECAS and the Swedish Ecotourism Association - SEF with the support of the Swedish Environmental Protection Agency, the Estonian Ministry of Environment, the Estonian Tourist Board, Pärnu County Government and the Baltic Tourism Commission. 92 delegates from 13 different countries participated. The conference was an integral part of ongoing work of the tourism sector in the Agenda 21 for the Baltic Sea Region, and first of this kind to initiate co-operation among the Central and Eastern European countries.

The main focus of the conference was how to go about initiating and managing developing processes whereby a tourism system is built based on the natural and cultural environment in a sustainable yet profitable way. How can one motivate local people to see the opportunities in the

field of tourism? And how to create the necessary linkages to Natural Resource Management in an economically viable and sustainable way at the local level. It was stressed that tourism is a viable tool for sustainable local and regional development, provided the appropriate planning and management systems are in place to facilitate such work.

(See Appendix for conclusions.)

Rügen

At the conference "MANAGEMENT FOR A SUSTAINABLE COASTAL TOURISM - A CONTRIBUTION TO SUSTAINABLE DEVELOPMENT IN THE BALTIC SEA AREA" 19 - 21 November 1997 at Binz/Island of Rügen, Germany was sustainable tourism discussed in context of biodiversity.

In recent years tourism in the Baltic Sea Area has gained considerably in importance. The Baltic Sea Area has become an important tourist destination. Tourism industry has expanded and improved its product. Tourism infrastructure has been further developed.

Development of coastal tourism in the Baltic Sea Area provides great potentials for industrial development and job creation. If the right development model for sustainable tourism is being chosen, tourism contributes to an economic and social development which respects local cultures and lifestyles and adds to them through shared experiences by tourists and the local population.

Tourism in the Baltic Sea Area depends on an unspoiled nature. The Baltic Sea environment provides extraordinary assets for a qualified tourism, particularly for nature and aquatic tourism.

However, the environment in the Baltic Sea Area constitutes a fragile ecosystem the preservation and sustainable use of which require particular attention. In the Baltic Sea Area, tourism needs to take place in sustainable forms in order not to destroy its very basis which is an unspoiled nature.

All actors involved, including municipalities, governments, tourism industry and last but not least, the consumers demonstrate an increased environmental awareness. However, awareness is not always complemented by corresponding actions; there is a gap between the change in values and the actual behaviour.

Yet, many initiatives, both at the national and international level have been taken in the past in order to make tourism in the Baltic Sea Area sustainable. Such initiatives are taken by both governmental and non-governmental actors. International co-operation in the Baltic Sea Area has led to the process of developing a regional Agenda 21 including measures aiming at sustainable tourism. Other important institutions, initiatives and processes of co-operation are: the Helsinki Commission; the Council of the Baltic Sea States; the Programme "Vision and Strategies for the Baltic Sea Region 2010" (VASAB 2010); the Networks of Baltic Universities and their programmes; the Baltic Programme of the WWF; the Nordic Environment Finance Corporation (NEFCO); the Union of Baltic Cities; the Coalition Clean Baltic; the Baltic Chambers of Commerce Association; the "Seven Islands" Initiative; the Baltic Sea Tourism Commission as well as the Council of Europe Recommendations on sustainable tourism in coastal areas.

The initiatives mentioned above need to be supported and further developed. Each actor at his respective level has to comply with his specific responsibility to contribute to sustainable forms of tourism. Political measures and governmental regulations need to be complemented by non-governmental initiatives and voluntary agreements. Environmental awareness needs to be strengthened to reach every single tourist.

All further efforts to achieve sustainable forms of tourism need to recognise that the Baltic Sea Area constitutes the common heritage of the bordering states which needs to be preserved for

present and future generations. This objective implies the close co-operation of all involved in tourism in the Baltic Sea Area. Clearly, the different economic, ecological and social conditions of the states in the Baltic Sea Area need to be duly taken into account.

Tallinn

The second Seminar on Sustainable Development of Tourism in the context of Agenda 21 for the Baltic Sea Region was held in Tallinn, Estonia, January 7-8, 1998.

The seminar was arranged by the Estonian Tourist Board and the Baltic 21 Tourism Steering Group. 60 representatives of nine Baltic Sea countries participated. The seminar was the second in a series with the aim of preparing the tourism sector report. Minister Jaak Leimann from the Ministry of the Economic Affairs opened the seminar and stressed the agenda as follows:

"Joint action from governments and all sectors of the industry will be needed in order to realize this potential and to secure long-term future development. "

Representative from European Commission DG XXIII Mr. Leonardo Sforza reminded of the Community activity in the tourism:

"The Treaty of European Union signed in Maastricht and more recently the terms agreed in Amsterdam recognize tourism as factor of economic development and improvement of standard of living and quality of life."

The starting point of the seminar was the presentation of the draft report of the Agenda 21 for the Baltic Sea Region Tourism sector. At the seminar the draft report was further evaluated and many addendums were presented.

The working groups of the seminar had also as themes safety and security, nature tourism as support for protected areas, criteria and indicators (monitoring methods) of sustainable tourism and responsible marketing.

All work in the seminar was linked to the report to be presented in 1998 and the seminar also accepted the structure of the report. An implementation seminar was proposed to take place in Finland in June 1998.

3.5 Co-operation in the region

The considerable interest in the Baltic Sea Area is exemplified by the fact that about 100 organizations at state, regional and local levels are performing as actors, CBSS, HELCOM, VASAB, NCM, BSSSC, BSC, UBC, BTC, B 7, Eurohouse etc.

Baltic Sea Sub-regional Co-operation (BSSSC), with 162 members, is an organization for collaboration between the regions in the Baltic Sea Area. Its activities aim at strengthening the role of the regions in the Area, to develop democracy and administration at regional and local level and to provide networks for project design. Among the activities, conferences and seminars, training of politicians and civil servants and networks for information, are to be mentioned.

The Union of the Baltic Cities (UBC), with 77 members, is an organization for cultural, commercial and economic co-operation among the cities by the Baltic Sea, and with similar objectives as BSSSC but on the local level. UBC undertakes its work through different commissions.

Baltic Sea Tourism Commission (BTC) is a non-profit public/private association with 150 members in the Baltic Sea countries and on outside markets. BTC promotes tourism to and in the Baltic Sea region by marketing, annual travel fairs, projects and publishing of brochures and manuals. BTC aims, in its joint promotion of the region, to put emphasis on sustainability and responsible marketing.

The task of BSSSC, UBC and BTC could be to join forces to,

- inform the regions and the municipalities in the Baltic Sea Area regarding sustainable tourism
- organise exchange of information regarding sustainable tourism promote commitment of the issue and create awareness among the public
- initiate product development of new sustainable tourism products and initiate education

The practical co-operation between public and private organizations and companies must be strengthened. Co-operation links between the three mentioned organizations in all the countries around the Baltic Sea can act as powerhouses for the positive development of sustainable tourism in the Baltic Sea Area.

4. Goals

The overall goal is to achieve a common understanding about the requirements of sustainable tourism in the Baltic Sea Region. The objectives of the tourism sector in developing sustainable tourism refer to the three main elements of sustainability, that is environment, economy and people and should be:

- to sustain a sound environment, to safeguard the recreational quality of natural and man-made landscape and to integrate natural, cultural and human environments
- to promote and sustain the competitive quality and efficiency of the tourism business
- to create satisfactory social conditions for tourists and the local population.

These three objectives can be broken down into six key areas for the development of indicators to monitor sustainable development:

- touristic development of landscape (rural/urban) which respects nature, biodiversity and environment
- preservation and planning of adequate areas for various touristic activities
- ensure a sound economic touristic development
- optimize the structure and use of touristic supply
- improvement of quality of the life of the local population
- creation of high quality touristic products

Carrying capacity will be estimated in any of the main elements when developing any new activities in tourism sector. Each action is subject to the influence of biophysical, ecological, economical, social and management factors that modify the condition and supply of its resources. These indicators make the key elements when valuating sustainability of each action.

4.1 Definition of sustainable tourism development

Any form of tourist development or activity which respects the environment, ensures long-term conservation of natural and cultural resources, and is socially and economically acceptable and equitable.

(Source: Council of Europe)

4.2 Criteria and Indicators

Sustainable tourism development means qualitative rather than quantitative growth, in other words, to achieve touristic growth and, at the same time, reduce the use of energy resources and pollution of the environment. This means, parameters are needed that allow measurement of social and environmental compatibility along with economic success.

In most countries (regional) development plans have been developed several years ago which need a review with respect to their sustainability. By means of criteria and indicators the performance of development plans can be monitored and forecast and, if the development is not economically satisfactory and/or socially and environmentally acceptable, corrections can be made at any time. Thus, the key role of indicators is their potential of alerting decision makers of wrong or dangerous development.

To develop criteria and indicators, a national tourism development programme has to be set up which bases on the three dimensions environment, economy, society.

Correspondingly, three objectives are to be met:

- to sustain a sound environment, to safeguard the recreational quality of natural and man-made landscape and to integrate natural, cultural and human environments;
- to promote and sustain the competitive quality and efficiency of the tourism business;
- to create satisfactory social conditions for tourists and the local population.

These three objectives can be broken down to sub-objectives as mentioned above under "Goals". These sub-objectives are put into a numerator/denominator relationship to the various elements that are supplied by the tourism industry and which are demanded by tourists.

By relating classical economic factors such as number of tourists, number of arrivals, number of beds, turnover, etc. to ecological factors such as energy consumption, pollutant concentrations, use of landscape, indicative figures are obtained that enable planners to set the goals for development of one area and, at the same time, understand and take into consideration their implications for other areas. Development policy can be checked against and adapted to carrying capacity.

It is a widely accepted approach that for the purpose of criteria setting and definition of indicators the environment-related activities of all touristic actors are broken down to five major fields of action: traffic/transport, waste, water, energy, nature and landscape; to these five a sixth field of action may be added, where applicable, environmental management systems.

The touristic actors on the supply side are broken down for this purpose into: accommodation/catering enterprises; tour operators/travel agents, destinations/resorts, carriers.

The purpose of criteria is the assessment and evaluation of cause-effects relationships.

The purpose of indicators is to enable decision-makers to control and monitor development with respect to its social and environmental impact.

One of the obstacles for the introduction of criteria and indicators in the tourism business as a tool for sustainable development is the proliferation of criteria and indicators both at national as well as at international level ranging from very simple to extremely sophisticated schemes. In addition, the terms are quite often mixed up, the term criterion is used for what somebody else calls an indicator and vice-versa. "Indicator" is also used for indicative figures calculated by means of an equation relating economic and ecological factors to each other and thus allowing to understand trends (relative indicators).

Another obstacle to the introduction and use of criteria and indicators is data collection. It is, therefore, advisable to start by using only those data that are available and/or easy to collect. Guidance on what is needed and how to obtain data might be gained from account sheets and checklists developed for eco-auditing purposes.

There is presently a number of initiatives on labelling and criteria setting, such as the Danish Green Key, in the tourism industry in the Baltic Sea region. Most of these initiatives are undergoing further development. Tourism enterprises should participate in these.

One rather simplistic approach of criteria setting for labelling environmentally conscious accommodation and resorts might read as follows ("yes/no criteria"):

- energy saving measures in effect
- waste reduction/separation measures in effect
- water saving measures in effect
- water pollution reduction measures in effect
- promotion/incentives to use public transportation instead of private cars for arrival and departure
- purchase and use of regional produce
- information of guests about environmental protection measures.

So far, the list applies to both, accommodation and resorts; for resorts might be added

- air pollution reduction measures:
 - ⇒ private traffic reduction schemes in effect
 - ⇒ use of renewable energy sources
 - ⇒ nature conservation measures
 - ⇒ landscape and townscape conservation schemes
 - ⇒ reduction of visual environmental pollution

As indicators can be used, e.g., figures of

- total consumption of electric power
- total amount of waste
- water consumption

To obtain indicative figures that allow to monitor trends, these indicators then can be put into relation to the classic economic coefficients: number of beds, number of overnight stays, number of arrivals, transport facilities, purchases per tourist per day etc.

Indicators of sustainable tourism development are of direct use to all stakeholders in the tourism business. Since the Baltic Sea Region consists of very different tourist destinations and features, indicators that exist already should be reviewed and adapted taking, i.a., into account the various sizes of enterprises, economic conditions and ecological situations. Harmonization of existing national approaches is suggested as well as introduction of the work already done by WTO.

The core indicators of the WTO are generally applicable to all destinations. In addition, specific indicators have been developed for certain ecosystems and certain sites.

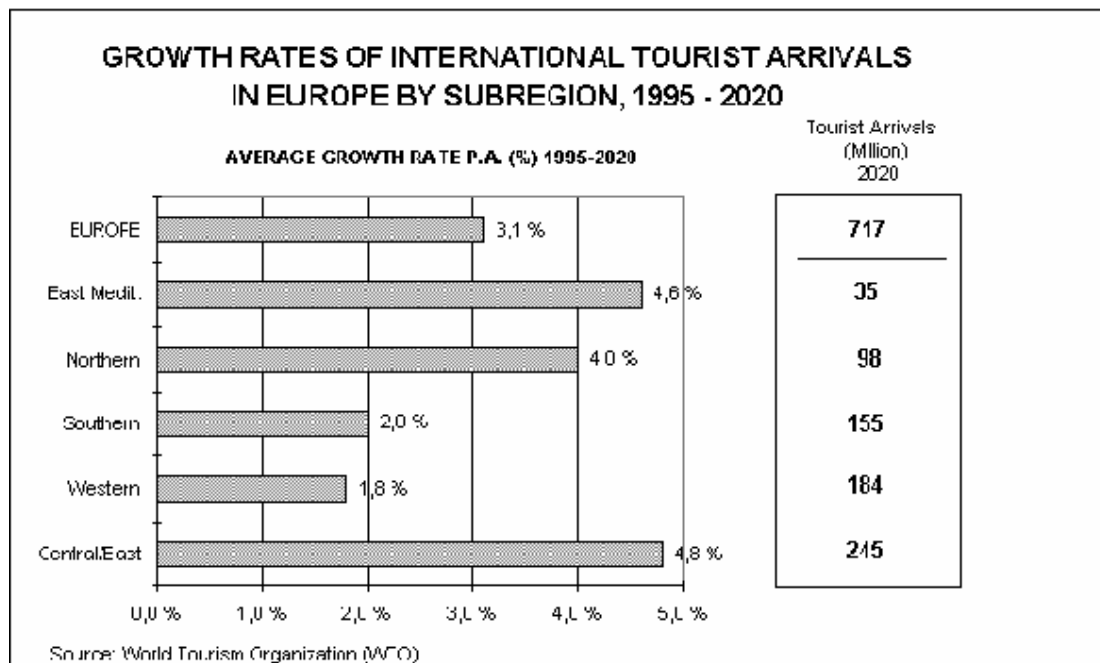
5. Scenario of sustainable development

Positive Scenario

Growth in Baltic Sea Region

Tourism industry is growing rapidly specially in transition countries, where expected growth will yearly exceed 4 percent. In other countries an average annual rise in tourist arrivals will be 3 percent. (WTO)

Economical benefits in last 15 years have given possibilities for new groups of tourists to visit resorts in areas further than the Baltic Sea region. There is a clear trend that tourists want to see and get experiences also from areas nearby. Higher price is accepted as a method for sustainable tourism, therefore price will go up and the goal for the tourism in the Baltic Sea Region, namely quality tourism, will be achieved .



Pic 3. Growth of tourist arrivals from 1995 to 2020.

Environment

Environmental awareness will raise both among tourists and sector staff and personnel. Thus tourism will cause lesser effects on environment than was expected. Spatial and land use planning are used at all levels and local and regional communities enjoy the same facilities as tourists. The Baltic Sea Region will keep biodiversity values. The competitiveness of the Baltic Sea Region will be maintained. Tourism sites raise their attractiveness. Both tourists and sector personnel take care of environment. Tourism is planned taking account of ecological carrying capacity. There will be enough both drinking and bathing water. Because of good planning there is enough and well managed nature areas both for tourism purposes and keeping biodiversity on sustainable standard.

Economics

Well organised planning and sufficient legislation will contribute to the steady rise in economical development for enterprises. Especially local communities will maintain their competitiveness when personnel is well paid and eager to learn. New, local enterprises are economically viable. The gap between rich and poor countries, regions and even nearby communities will decrease. This is due to the good employment situation and certainty to young people when they consider their profession.

Social

Tourism industry and local communities develop together and benefit each other. There will be boosted public awareness of socio-cultural and environmental issues. Higher employment will secure communities and cause less conflicts. Local cultures are well presented and tourists respect local habits and manners due to well organised campaigns .

Visions

In year 2030 there will be new competitors to traditional tourism. Moon travelling or at least flights to stratosphere are on sale. Rising awareness of sustainability creates new parallel sectors to tourism. Virtual reality is common and there will be local facilities where you can enjoy all the same experiences as when travelling some hours.

Tourism companies will offer individually planned tours. This is possible because of the use of telecommunication services e.g. internet. By profiling customers, it is easier to develop products for each traveller.

6. Obstacles and gaps

The obstacles in the tourism sector are mostly connected with lack of know-how, awareness or education and can therefore relatively easily be turned into opportunities through deepened co-operation in the region.

A clearer awareness of the relation between tourism and the environment should lead to a stronger political commitment at all levels. This must include an understanding of the concept of sustainability in which also elements like facilitation, health, safety and security are parts.

The most obvious gap in the region is the lack of know-how among the numerous stakeholders in tourism. The knowledge of instruments needed for sustainable tourism should be spread over the region and contacts between authorities from different sectors intensified. Information should also stress the economic benefits which can be gained through introducing environmental measures. Best practice examples, criteria and indicators should be made available through a joint clearing house for the region.

As passenger transportation is not covered in this report on the tourism sector, there is also a clear need to include transport in future actions underlining the importance of sustainable transport structures.

Tourism's basic resource is a sound environment. If depletion of this resource is continuing at the present rate this business is virtually using up its own basis of existence. Acknowledging this, administrators and tour operators should assume their responsibility of taking ecological implications of their work into consideration.

7. Action programme

In order to use the opportunities and to avoid obstacles and gaps presented in the previous chapter there is an immediate need to raise environmental awareness and co-operation in the region. Lack of education is a priority. By means of education environmental awareness can also be spread into industry and related stakeholders. This same information used in education can also be given to inform the tourists.

The need of better planning is obvious. Tourism should be integrated into the national and regional strategic planning framework. The use of environmental impact assessments will increase the long-term viability of tourism. The full involvement of local communities, national and regional authorities together with other tourism stakeholders not only benefit themselves and the environment in general but also improves the quality of tourism experience.

Developing and maintaining quality of tourism products are essential so that environmental, economical and social values can be viable. This can be reached using appropriate certifying and labelling programmes and life-cycle analysis on products and services. At enterprise level to use eco-auditing is essential.

7.1 Tourism sector action areas

To achieve the goals of sustainable development in tourism, the following areas should be covered.

- National and regional tourism plans
- Spatial and regional planning
- Education, training and environmental awareness
- Co-operation and networking in Baltic Sea Region
- Environmental Management Systems
- Support of sustainable tourism in urban and rural areas
- Organising sustainable development of the Baltic Sea Region tourism as a high class destination
- Co-ordinated use of available institutional and EU-resources and national funds

7.2 Stakeholders

- local population
- tourists
- providers of tourism services (hotels, restaurants, shops, tour programmes etc.)
- tour operators

- staff of enterprises
- providers of goods
- transporters of goods and passengers
- organizations
- authorities
- environment (nature, built environment, culture, economy)

7.3 Activities proposed

- Compile and implement National Tourism Plans and Regional Tourism Plans based on sustainable development
- Enforcement of legislation regarding sustainable development and tourism, e.g. coastal codes and HELCOM recommendations, land use planning.
 - ◇ Spatial planning and land use
 - ⇒ The enforcement of work in spatial planning, especially land-use in sensitive coastal areas and transport routes in all areas is vital.
 - ⇒ Co-operation with stakeholders e.g. HELCOM and VASAB should be strengthened.
 - ⇒ Tourism should be taken into account when preparing national spatial planning visions/scenarios.
 - ⇒ Regional and local planning should be urged before any investments in new or reconstructed sites.
 - ⇒ Best possible technology and methods should be used.
 - ⇒ Methods to calculate and monitor carrying capacity should be developed.
 - ⇒ Environmental impact assessments should be used in spatial and land use planning.
 - ⇒ An awareness campaign for sustainable development in tourism should be implemented.
 - ⇒ Accommodation, catering or other tourism services should be located so that they can be reached by public transport and they use energy and waste management services and other activities of immediate surroundings.
- Environmental awareness campaign should be established concerning all stakeholders in tourism sector.

- Education
 - ◇ establish a Baltic Sea Region Sustainable Tourism Award .
 - ⇒ identify needs for tourism planners, guides and natural area managers etc.
 - ⇒ develop educational resources such as CD-ROM, videos, books, leaflets etc. to encourage environmentally responsible behaviour by tourists.
 - ⇒ create sufficient education, training and distance learning system for all levels and categories in tourism industry.
 - ⇒ encourage cross-cultural training for tourism operators who work on the Baltic Sea area.
 - ⇒ support university research in form of a network as a means of collecting data and to provide impact analysis of the tourism.

- Co-operation and networking in the region should be strengthened.
 - ◇ Strengthen co-operation and networking among all stakeholders.
 - ◇ Encourage tourism planners and developers to take account of the social costs and benefits of development proposals and support research into the social impacts of tourism development.
 - ◇ Seek to develop adequate health and safety measures to protect the welfare of tourists and encourage friendly community attitudes towards tourism.
 - ◇ Seek to improve opportunities for the disabled by enhancing the information base on disabled facilities and encouraging appropriate staff training.
 - ◇ Arrange seminars and workshops to give information and raise awareness of sustainable tourism as well as to exchange experiences.
 - ◇ Distribute best practise examples.
 - ◇ Encourage responsible marketing.

- Environmental Management Systems should be presented to the tourism industry in consistency with international standards and using instruments like
 - ◇ certifying and labelling
 - ◇ life-cycle analysis
 - ◇ eco-auditing
 - ◇ checklists for SME's

- Support for sustainable tourism in urban and rural areas should be increased
 - ◇ increase awareness of the people who are working with urban and rural tourism.
 - ◇ create codes of conduct for tourists to encourage responsible behaviour.
 - ◇ create a common brand with logo of sustainable tourism.
 - ◇ prepare management plans for rural tourism with investments and training programmes.
 - ◇ respect the balance between local community and tourism development and observe the needs of the localities.
 - ◇ create network of individual suppliers - they together are able to answer the customer needs and thus prevent the external capital to determine the development.
 - ◇ create heritage policies which deal also with living heritage not only the past.
 - ◇ define limits of building totally new infrastructure (maintain the local original culture).
 - ◇ define the limits of acceptable amount of motor vehicles in urban and rural areas.

- Establish a clearing house for sustainable tourism.
- In order to enhance the development of sustainable tourism , incl. products and services, special funding would be an asset. It is proposed to explore the possibilities for co-ordinated action based upon the EU, Nordic resources and national financing, including private contributions and tourism enterprises.

7.4 Monitoring methods

Monitoring is done by collecting data for indicators at all relevant levels e.g. from enterprise level to BSR. Monitoring methods should be developed at the same time as more useful and reliable indicators are developed.

Four levels will be sufficient :

1. enterprise
2. local (subregional) and regional
3. national
4. Baltic Sea Region

BSR level data is collected by clearing house system using existing organizations e.g. HELCOM and National Tourist Boards. Local and regional authorities gather data and monitor at their own level. Using clearing house can data also be spread back to national, regional and local level. All data should be in open use and public. Using NGOs as monitoring partners is useful.

Systems for monitoring must be built into all processes and linked to the use of all other management tools. Monitoring must be a key part of the policy process and of plan making.

The ultimate purpose of indicators is that they measure environmental conditions and trends and thereby allow an assessment of the effectiveness of policy. If the indicators are not continually monitored, then they serve no useful purpose.

The elements in a monitoring system will be determined by the type of indicator that is being measured. Environmental quality indicators can be monitored through regular reporting of the environment . Environmental performance indicators will be monitored through an on-going environmental management process. To be useful, the results of the monitoring will need to be communicated. This requires the monitoring system with a management system such as EMS.

7.5 Organization and time frame

Sustainable development in tourism in BSR should be co-ordinated by a clearing house in co-operation with national tourism boards.

The clearing house is a top node of information pathway. Enterprise, county, regional and national data is collected by clearing house. Best possible technology should be used. Using internet data can be effectively collected and spread out. It also makes it possible to distribute compiled data cost effectively to public use.

The clearing house makes it also possible to link existing organizations to work together for sustainable development. It should be based on existing organizations as HELCOM, VASAB, BTC and national tourism boards and it should be established as soon as possible (6/98 - 1/99).

Subregional organizations and national regional organizations, which are already now developing both tourism and spatial planning are in many cases important authorities when deciding when and how to plan and finance regional and local projects.

The clearing house could work much like a databank. Databases and library, are the main link in networking (e.g. HELCOM has a library already now).

7.6 Financing

At the first Hanasaari seminar it was considered important to develop financing from the European Union and national resources for the development of sustainable tourism in the region. The European Union is playing a strategic role to develop sustainable tourism in the Baltic Sea Region, offering opportunities to use funding for regional development, both ERDF and Community Initiative (e.g. Interreg II A and C), resources.

There seems to be two main trends: national public financing has been decreasing during the last few years and the importance of EU and other international financing has increased. Towards the next century co-financing from the private sector must be developed in the Baltic Sea region. Parallel financing between public and private lenders is foreseen especially for large projects. However, domestic financial and capital markets are the main sources of financing, international financing can only play a limited role.

Today there are five public international financial institutions (IFIs) operating in the region: the World Bank Group, the European Bank for Reconstruction and Development (EBRD), the European Investment Bank (EIB), the Nordic Investment Bank (NIB) and the Nordic Environment Finance Corporation (NEFCO). The IFIs have described the involvement of international financial institutions in Baltic Sea financing including tourism.

Involvement of the International Financial Institutions in the Baltic 21 Process (from IFI report):

"Tourism. Political changes in the Baltic Sea region have opened up large areas of coastal lands which were reserved for military purposes or had other types of restrictions on development. This is especially true in eastern and southern portions of the region where because of these restrictions, such areas have maintained a high ecological and aesthetic value. Management of these resources is complex due to the restoration of lands to historic owners, weak land use controls and the need to develop economic opportunities for local residents who are often in low income groups. Significant concern exists that unless timely preventive actions are taken with regard to planning and management of these areas, valuable non-renewable physical, biological and aesthetic resources could be subject to irreversible damage. In these highly sensitive areas, all major proposed developments should be subject to environmental assessments, including public consultation processes, to minimise potential impacts. At the same time, tourism has the potential of providing significant part-time and full-time employment to residents of these areas, including the opportunity for home and farm owners to increase their incomes through participation in "bed and breakfast" type accommodations."

"The IFIs view the development of tourism facilities as an activity which should be undertaken by the private sector; however, they are prepared to support development planning, institutional strengthening and infrastructure by the public sector to facilitate environmentally sound tourism. The key role taken by IFIs to date in this sector had been to support development of integrated coastal zone management plans; protected areas which can be visited by the public; and localized plans for "ecotourism development." These activities have been concentrated in Estonia, Latvia and Lithuania, where the government and public have supported the need for planned tourism development."

Together with the financial resources of the European Union there should be good possibilities of developing co-financing from various sources in the Baltic Sea region. The problem, however, is often to find financially viable projects. Time is needed for proper project preparation and pre-feasibility and feasibility studies.

Support for project preparations in the region increased when Finland and Sweden adhered to the European Union. They and the old Baltic Sea Region member states Denmark and Germany have the possibility to use Interreg-projects for cross-border projects in the Baltic Sea region. Opportunities are also found in the EU Life and Leader regional development programmes.

For the Baltic countries and Poland Phare-projects and for Russian and its regions Tacis-projects have been developed i.a. in tourism. There are the Tacis CBC-programme, the Tacis Small Projects Facility and Tacis/CBC Micro Project Facility available especially for economic development and tourism in bordering regions. The experience so far is too limited for drawing conclusions. However ways of co-financing with the Interreg and in cross-border cooperation should be developed further.

Within the Phare Baltic Sea region cross border cooperation programme a Baltic small projects facility was developed in 1995. It concerns applications for grants of less than ECU 100 000.

The Phare Baltic Sea region CBC-programme aims at encouraging the creation and the development of co-operation networks across the Baltic Sea region. Funding for joint projects with Interreg is available for local and regional authorities and their associations. In Poland the special eligible areas are the seven coastal voivodes.

The normal minimum grant is ECU 100 000 and general maximum ECU 300 000 with grants of more than ECU 500 000 as an exception. The grant constitutes no more than 80 % of total costs.

This means that project partners must co-finance 20 % of the project. Applications for funding relate to the Phare element.

Finally, there is a Baltic Micro Project Facility to prefeasibility studies. Project duration must be less than 7 months and the maximum support is 10000 ECU for a project.

7.7 Cross-sectoral issues

During the work cross-sectoral linkages have been found relating to transport, forestry, agriculture and consumption. Due to time restraints the presentation is limited to the following observations.

- transport

Tourism sector has close connection with transport infrastructure. The main connection is in relation to vehicles and fuel use. Travelling to places of interest demands transport services. Specially cross-sectoral co-operation is needed in long-distance travels within the region by air and ferries, short and medium distances also by passenger cars, busses and rail etc.

- forest management from touristic approaches

Further cooperation between the forestry and tourism sectors is needed to find out opportunities for ecotourism. Ecotourism (tourism in nature) is increasing in many countries of the region. Appropriate and adequate extension services for tourists should be arranged in co-operation with the forestry sector.

- agriculture

Further co-operation is urgent with the agriculture sector e.g. environmental management systems, education and management of funding. The sustainable development of ecotourism, farming and cultural landscapes based tourism is important. Spatial planning is an important tool for co-ordinating land use and regional development issues of different activities, e.g. transport, nature protection, tourist sites, agriculture and forestry.

- consumption patterns

Consumption patterns of tourists affect other sectors, mainly transport. As tourism per se includes travelling, the forecasted growth in tourism will put pressure on passenger transport. One of the strong trends in tourism is the increase in short breaks which leads to more travelling and shorter stays. Also the growth of business travel, mostly for short stays, will add pressure especially in transition countries.

As the consumption patterns of the tourists differ from those of residents this will mean a further need of transport of goods to be consumed by the tourists. Often these goods have to be transported from outside the region.

Pressure will also be added on supplying food and housing as the needs of the tourists are very differentiated and include quality requirements not always shared by the resident population.

A more sustainable development will call for promotion of local products, use of farm accommodation and renting possibilities for bicycles, canoes, etc.

7.8 Proposed projects related to the action programme

In order to develop the Baltic Sea Region into a quality tourism destination following the principles of sustainability there is a need to encourage municipalities, regions, organisations and enterprises around the Baltic Sea to take action in form of projects.

Each stakeholder should now be active in implementation of the Agenda 21 tourism programme. At the time of publishing this report several projects related to the Baltic 21 were known to the Steering Group such as:

The Baltic Palette project, initiated by Uusimaa Regional Council and Stockholm Mälars region as an Interreg II C project. It is a comprehensive regional development and land-use planning project embracing at the first stage the regions of Helsinki, Stockholm, St. Petersburg, Tallinn and Riga. The action for sustainable tourism will include the participation of the southern part of the Baltic Sea Region.

- The HOLM project Schleswig-Holstein/Mecklenburg-Vorpommern
- The SMETAS project, Stockholm
- The project "High Quality Tourism & Sustainable Development in Sensitive Areas", Mecklenburg
- The "Strategy and Action Plan for Sustainable Development and Co-operation in the South-East Baltic Region", Denmark, Sweden, Lithuania, Poland, Kaliningrad

The BTC BALDER programme would serve as a platform for further action in order to achieve coordination and synergy. As BTC is the only tourism organisation covering the whole region it has a special responsibility in stimulating product development and marketing, on one side compiling information on best practice and facilitating know-how transfer in the region and on the other hand providing the region with market knowledge. The BALDER programme is also supported by other Baltic Sea organisations such as BSSSC (Baltic Sea States Subregional Co-operation), BCCA (Baltic Sea Chambers of Commerce Association), UBC (Union of Baltic Sea Cities) and CPMR (Conference of Peripheral Maritime Regions of Europe Baltic Sea Commission).

Also BTC is initiating a project related to the Agenda 21 action programme.

8. Mode of the work

Agenda 21 for Baltic Sea Region Tourism sector was lead by BTC, Estonia and Finland. Work was done by a steering group and project staff. Many experts have been heard. The steering group had meetings about once a month, June 1997 - April 1998. The network of contact persons have been very important. During the process some 100 persons have been involved.

Two workshops were organized, first in Hanasaari, Finland and second in Tallinn, Estonia. Steering group members members and experts participated also to other seminars and conferences related to agenda of project. The participants of workshops contributed valuable material and ideas into the report. Next workshop will be organized in June 1998 in Tammisaari, Finland. The agenda in the third workshop will be the implementation of proposed action programme. BSR Tourism sector has used internet www-pages in net-working.

Organisation

Steering Group

Bengt Pihlström Finland	Chairman < 31.1.1998	Ministry of Trade and Industry
Barbro Widing Finland	Chairman > 1.2.1998	Ministry of Trade and Industry
Risto Kärkkäinen Finland		Ministry of the Environment
Kaj Lindholm Finland		Uusimaa Regional Council
Arne Ellefors Sweden		Baltic Sea Tourism Council
Riina Lõhmus Estonia		Estonian Tourist Board
Harald Velner Estonia		University of Tallinn
Crista Morawa Germany		Ministry of the Environment
Henri Backman Finland	Secretary	Ministry of Trade and Industry

Project Staff

Hans Rehnström Finland		OFFIX Oy
Kari Salovaara Finland	Project Secretary > 1.10.1997	
Håkan Eklund Finland	Project Secretary < 30.9.1997	

Experts

Aivar Ruukel Estonia	Chairman	Estonian Ecotourism Association
Aira Andriksone Latvia		Ministry of Environmental Protection and Regional Development
Nijolė Beliukevcinė Lithuania		Lithuanian Tourist Board
Antti Karlin Finland	Project Manager	Centre for Extension Studies, University of Turku
Kalevi Keynäs Finland		
Timo Tanninen Finland	Chief of Park Area	Park and Forest Service
Gunnar Zettersten Sweden	Deputy Director	Environmental Protection Agency
Ingvar Mattson Sweden	Director	Västergötlands Turistråd
Jan Wigsten Sweden		Eco Tour Production
Ulf Åberg Sweden		Continuum AB

APPENDIX

List of appendices :

- Hanasaari
- Pärnu
- Rügen
- Tallinn
- Council of Europe
- Lanzarote
- Berlin Declaration - Biological Diversity and Sustainable Tourism
- WTTC Environmental Guidelines
- WTTC Programmes and Networks

Hanasaari

The the first Baltic 21 workshop seminar focusing on the tourism sector, held at the Hanasaari Cultural Centre 18 - 19.8.1997 in Espoo, Finland. The first Workshop Seminar on Sustainable Development of Tourism agreed to :

- Draw up a visions and guidelines for sustainable development of tourism in the Baltic Sea Region during the first phase of the project.
- Focus on questions related to implementation issues during the second phase of the project.
- Use all relevant international, regional and national material and know-how as background material when drawing up visions and guidelines for the sustainable tourism development of the Baltic Sea Region.
- Stress the fact that the nature and all the natural habitats which give premises for sustainable development constitute a common heritage which should be preserved and maintained for present and future generations. The ecosystem of the Baltic Sea is extremely fragile and vary significantly in different parts of the region.
- Stress the importance of keeping tourism development on a level which takes into account the ecological and social capacity of the tourist sites; a close co-operation between the Baltic 21 and the Local Agenda 21 groups should be established.
- Stress the importance of careful spatial planning including traffic planning. The connection with the VASAB 2010 (Vision and Strategies around the Baltic Sea 2010) project should also be taken into account.
- Stress the need of exploring and further developing the crucial links between the tourism sector and the other Baltic 21 sectors.
- Draw attention to the fact that there are several actors in the field of sustainable development of tourism. This underlines the necessity for close co-operation between all the actors, both private and public, when preparing guidelines for sustainable tourism. A list of relevant transnational, national and regional actors (private and public) is necessary.
- Stress the importance of setting up a code of conduct for tourists and for the tourism business.
- Stress the importance of close co-operation between actors (private and public) in order to implement the guidelines for sustainable tourism.
- Stress the importance of getting the EU and national financing organised for the development process.
- Accept the Baltic 21 timetable and the process for preparation of the sector report, conversion vision and guidelines for sustainable tourism in the BSR
- Accept the initiatives from working groups

Pärnu

International Conference on Central and Eastern Europe and Baltic Sea region:

"Ecotourism - Balancing Sustainability and Profitability", 22-23 September 1997 Pärnu, Estonia.

Development for the goal

Main Tools and Actions for achievement would be to provide:

1. APPROPRIATE SUPPORT STRUCTURES FOR LOCAL INITIATIVES

A funded Program needs to be built that identifies local key persons that are willing to work with the issues of tourism, heritage and conservation. They are to be supplied with Practical Solutions and Support to undertake such a work. The Program is to achieve collaborative management in a process that steer the direction of such development. Local project co-ordinators should be employed and provided with external know how, as necessary. The local project leader, moreover, should find ways to find support from a cross-sectoral task force representing a wide range of stakeholders in the region. To initiate and undertake such work requires local and international know how. The framework may be provided by external expertise, however with time, the Program should be managed locally and any external consultancy should be translated into a mentorship program as the project increasingly will be managed by the local task force. The mandate and funding should allow for both product development and targeted marketing over the project cycle.

The task is to be in charge of the local resources identified as available for such development in terms of attractions, cultural and natural values. This should later be developed into tour programs, appropriately priced with sales tools ready for the marketplace.

2. IMAGEBUILDING

The overall image, and particularly that of the natural and cultural tour product of the CEE countries needs to be properly built with professional assistance. It also needs to be properly marketed in order to target identified market segments. This work should be done in conjunction with the main national marketing players already in existence, who agree to join to the Program and the principles of ecotourism.

3. A BENEFITS BASED APPROACH

Strong local linkages between the sectors (private, public and NGO's) are necessary in order to manage the Program. The range of benefits should be detailed and presented to the different stakeholders, who will be requested to participate through some appropriate contribution (whether financial, expertise, time, etc.). For example tour operators may consider help set up co-funding schemes where a small percentage of profit from trips sold would be channelled to appropriate conservation schemes for the upkeep of the integrity of bio-diversity and cultural heritage that is being used as a resource in building the tour programs.

4. A NATIONAL ECOTOURISM STRATEGY AND ACTION PLAN

Governments should develop a National Ecotourism Strategy and Action Plan in co-operation with and through a consultation process between all the national and regional stakeholders. The National Ecotourism Strategies should be integrated in to the National Strategies and Action Plans on Environment and Biodiversity, as well as in to the sustainable development strategies on national, regional and local level.

5. LAND USE ZONING FOR TOURISM

Tools to build in the environmental costs in tour costs are weak and need to be properly understood at all levels of decision making processes. Tourism Zoning as an important part of such a scheme is required. The Tourism Zoning should be integrated to both Stratetical and Spatial Planning on both national and local level, so that planning for forestry, agriculture and other planned regional development initiatives takes into consideration the tourism potential of any area in long-term perspective.

6. USER FEES

Important issue is the urgent revision of present user fee structures in Protected Areas. Industry lead self regulatory programme should be developed. Be it inside or outside of Protected Areas so that the use of the main cultural and natural resources made available for tourism provision is economically viable and sustainable. The extremely competitive business environment of travel & tourism requires uniform fee structures in order to be effective. Any fees should be changed with a minimum of 18 months ahead of implementation. The technicalities of collecting the fees could be worked out jointly with the travel & tourism private companies - if any - that operate in the areas.

7. EDUCATION

It was recognised that there is a lack of overview among key players across the whole range of sectors in order to control locally the very resources on which tourism depends. It is especially true that in the CEE countries, in the period of democratic and economic transition, all the levels and sectors of society need to be educated. Educating the educators is therefore an important issue. While many Education Programs for tourism exists, few if any, address the spectrum where tourism and conservation works together. A Research and Development Program to address these issues should be carried out by the governments.

8. MANUALS AND CHECKLISTS

Practical tools, such as manuals and checklists, should be developed and provided to the different players. That kind of check lists provide the overview of the necessary Actions where anyone, be they a government agency, local authority, private company, NGO etc. immediately can tick off on a checklist the different Actions that they already have made. Furthermore, they can assess Actions they can undertake on their own. And finally, checklists can make them aware of the further Actions needed that require external expertise, investment or co-ordinated Action.

Rügen

Rügen recommendations "MANAGEMENT FOR A SUSTAINABLE COASTAL TOURISM - A CONTRIBUTION TO SUSTAINABLE DEVELOPMENT IN THE BALTIC SEA AREA" adopted at the Rügen Talks" -19 - 21 November 1997 at Binz/Island of Rügen, Germany.

I. Background and purpose of the Rügen Talks":

In text.

II. Recommendations

General recommendations on sustainable tourism in the Baltic Sea Area

- Tourism in the Baltic Sea Area which refers to both the tourism demand and the tourism supply should be based on the principle that it is sustainable. Tourism is sustainable if it respects the requirements of environmental protection; ensures the long term conservation of natural and cultural resources; and is socially and economically acceptable and equitable.
- In order to ensure sustainable tourism, models and guidelines should be developed taking into account the initiatives and processes undertaken so far in the Baltic Sea Area, in particular the Blue Flag Campaign". In developing such models and guidelines all concerned actors should be involved. It should be ensured that models and guidelines are effectively implemented.
- Tourism activities should be planned paying particular attention to ecologically oriented spatial planning. All relevant sectors should be involved particularly the transport sector.
- A Clearing House Mechanism for the collection and dissemination of information about sustainable tourism should be established; the body appropriate for that purpose would be the Helsinki Commission.
- Science and research should strengthen their efforts to work on the subject of sustainable tourism. They should be better coordinated in the Baltic Sea Area, e.g. through university networking and cooperation.
- All efforts should be made to secure the financial basis necessary to develop sustainable forms of tourism, both at the national and the international level. Providing financial means is a common task of all actors; however, both, governments and the private sector, share a special responsibility in this regard.
- All initiatives should be supported and promoted which aim at achieving a common understanding on the requirements of sustainable tourism both in the Baltic Sea Area and at the global level. The objectives of Agenda 21 should be applied to the important sector of tourism. In particular, it is recommended that global rules should be developed which ensure the harmony between tourism and the requirements of the conservation of biological diversity.

Specific recommendations:

1. Large tourism projects

- Large tourism projects, such as holiday centres, specific transport infrastructure works, large accommodation facilities, entertainment and thematic parks as well as individual large events need to be considered in a differentiated and critical way.
- Under certain conditions, they may provide economic advantages but may also have negative socio-cultural or environmental impacts.
- When planning for large tourism projects, the issue of the appropriate site requires highest priority. Therefore, decisions on large tourism projects should be based on an independent and comprehensive assessment of the spatial and environmental impacts. Also, it must be ensured that large projects do not dominate a region, or negatively alter its cultural peculiarities; rather they should be integrated into the region and should contribute to strengthening the regional and local identity.

- All decisions concerning planning, construction and development of large tourism projects need to involve the local population. Equally, all efforts must be made to ensure that the local population is effectively integrated into management and operation of the projects concerned.

2. Behaviour of tourists

- Both, desires and behaviour of tourists, before and during their holidays, contribute considerably to the ecological development of a given region.
- As a consequence, environmental qualification measures for all actors in the tourism sector should be further developed. Experiences shall be exchanged on a continuous basis.
- Environmental awareness of all tourists should be increased by appropriate means. Particular attention should be given to the objective to bridge the gap between the existing change in values concerning environmental questions on the one hand and the necessary change in attitudes on the other.
- To increase environmental awareness measures should be taken at tourist destinations which provide environmental information as well as opportunities to be active with regard to environmental matters.
- Necessary measures to increase environmental awareness should be developed through a dialogue between the demand and supply sides, taking into account, and making use of, regional resources.
- Tourism suppliers should integrate trends in demand into a responsible marketing concept complying with the principles of Agenda 21 (sustainable marketing").
- Environmental education should be made a regular content of tourism education.
- Financing the necessary measures is a task for all actors. Governments and the tourism industry share a particular responsibility in this regard. An appropriate pricing policy must ensure that costs are paid by the polluter.

3. Biological diversity as basis for sustainable tourism

- All activities in the tourism sector must respect the objectives, principles and obligations of the Convention on Biological Diversity. Furthermore, the recommendations of the Helsinki Commission should guide tourism in the Baltic Sea Area.
- The existing level of pollution of the Baltic Sea and its coastal zones, which threatens sustainable tourism and biodiversity in the Baltic area, must be reduced considerably.
- The establishment of biosphere reserves as model regions implementing Man and the Biosphere" Programmes would improve biodiversity, conservation and sustainable tourism in the respective areas.
- Tourism which at the same time contributes to the conservation of nature and biological diversity and raises public environmental awareness, should receive particular support.
- Special consideration should be given to sustainable tourism which strengthens local communities.
- Tourism in coastal regions should be part of Integrated Coastal Zone Management (ICZM). The states of the Baltic Sea Area are asked to develop their planning system towards ICZM. The planning procedure must involve the local people at a very early stage.
- It must be ensured that the rights and freedoms which all citizens enjoy are not exploited commercially.
- Tourism activities should be planned and carried out so as to conserve the integrity of the ecosystems and habitats. In regions which are already under particular stress additional burden must be avoided. Particular attention should be paid to protected areas and species as well as important bird areas and other sensitive areas where necessary stress must be diminished.
- The Baltic States should develop common minimum standards for environmental protection in order to secure regeneration of the eco-system and biological diversity of the Baltic Sea.

- Comprehensive Environment Impact Assessments must be mandatory for all planned tourist activities and concepts that may have impacts on biodiversity.
- Tourism in protected areas and those which influence them should be managed so as to respect the objectives of the areas in question. Not all protected areas should be open to tourism. In order to secure conservation and infrastructure for sustainable tourism, protected areas must be staffed with sufficient personnel and equipment (rangers, visitors centres, touristic trails, etc.).

4. Management of coastal places

- It is necessary to achieve a more precise understanding of what is meant by coastal places". Examples would be: beaches, sand dunes, biotops, heritage, cities, harbours and others.
- The management of coastal places should be based on planning. Various planning approaches are available: spatial planning, development of a local Agenda 21, as examples. As far as different planning procedures co-exist, all planning should follow the principles of Integrated Coastal Zone Management (ICZM). The aim of all planning procedures should be the public interest rather than short-term private interests. The public should have a chance, from an early stage, to participate in the planning procedures. It is important that plans are not only developed but also effectively implemented.
- As necessary prerequisite for development of sustainable tourism, the Baltic States should develop common minimum standards for the protection of the coastal lines and the regulation of land use in the coastal zones.
- The management of coastal places should be supported by the necessary infrastructure measures, e.g. for water supply and the disposal of sewage and wastes.
- The ecological, social and cultural carrying capacity of each location should be respected. Irreversible damages must be avoided. For this purpose, all appropriate instruments shall be used, for example planning, permit procedures, environmental impact assessment, but also education, promotion measures, and incentives. Furthermore, the use of economic instruments should be examined. Management regimes should be complemented by measures to increase education and awareness of the public.
- The management of coastal places requires appropriate institutions which cooperate with private companies, non-governmental organizations and interested groups. The necessary international cooperation should be promoted.

5. Regional cooperation

- Regional cooperation in the Baltic Sea Area takes place at different levels: within the regions as well as between the regions, at national and international levels. Cooperation is based on common interests and concerns. The importance of cooperation has increased in recent years; however, it needs to be strengthened. The approaches developed so far must be supported and further developed. Therefore, information exchange and coordination must be improved.
- Regional Cooperation in the Baltic Sea Area must respect the different ecological, economic and social conditions of each individual bordering state. For this purpose, necessary financial means have to be made available.
- Regional cooperation in the Baltic Sea Area requires new values and new strategies in order to serve the objectives of sustainable spatial development according Agenda 21. In this context, tourism must be considered as an important pillar. Networks of tourist projects which are similar in content have to be developed. A separate information system of all projects realised must be established.
- Nature and cultural landscape are important prerequisites for any form of sustainable tourism. Their conservation must be an essential concern in international cooperation in the Baltic Sea Area.
- In order to further develop sustainable tourism in the Baltic Sea Area, it is indispensable to implement in a consistent manner the measures necessary to improve the quality of surface and ground waters.

- Cooperation at all levels should be complemented through a permanent public debate about the issues of sustainable tourism.

6. Voluntary agreements and quality labels

- Governmental measures should be complemented by voluntary agreements of both the tourism industry and individual companies. Voluntary agreements should be used wherever it is feasible to achieve sustainable forms of tourism. The tourism industry should be encouraged to make use of other voluntary schemes, such as environmental management systems and codes of conduct.* Information and guidelines should increasingly be made available for tourists in order to strengthen environmental awareness and environmentally friendly behaviour.
- The countries of the Baltic Sea Region should develop common tourist quality labels in accordance with the international standards, where applicable. As appropriate, regional standards should be developed. The process for issuing the labels should be transparent and reliable.

Tallinn

The second Seminar on Sustainable Development of Tourism in the context of Agenda 21 for the Baltic Sea Region was held, in Tallinn, Estonia, January 7-8, 1998.

The seminar was arranged by the Estonian Tourist Board and the Baltic21 Tourism Steering Group. 60 representatives of nine Baltic Sea countries participated. The seminar was the second in a series with the aim of preparing the tourism sector report.

The starting point of the seminar was the presentation of the draft report of the Agenda 21 for the Baltic Sea Region Tourism sector. At the seminar the draft report was further evaluated and many addendums were presented.

The working groups of the seminar had also as themes safety and security, nature tourism as support for protected areas, criteria and indicators (monitoring methods) of sustainable tourism, and responsible marketing.

All work in the seminar was linked to the report to be presented in 1998 and the seminar also accepted the structure of the report.

Plenary Session

Summary

Prof. Lars Kristoferson, Baltic21 Secretariat

Approaching the final steps in the process of preparing the DRAFT FINAL REPORT the Baltic 21 Secretariat wants to remind sector Lead Parties about the crucial importance of consensus building process in preparing their reports. This process does not only concern contacts and consensus building between countries and SOG members. but also within countries between the environmental and sectoral ministries & administrations, in order to avoid delays and internal conflicts in the final stages of the preparation of the sector reports. Also cross-sectoral issues are of particular importance in this respect, as are other sectors mentioned in the Saltsjöbaden Declaration such as education, health, public awareness, urban systems etc. The quality of the FDR depends critically on the quality and strength of the Final Sector Report.

Our ambition is to reflect sectoral goals as well as overall goal, and to say something on their consistency, linkages and relation to other developmental goals and to the co-operation process in our region in general. One of the important issues of the report is also to create a positive vigorous image of the whole region .One should not underestimate the promotional value of the document to the rest of the world valuing the capacity of the region by the goals, action plans and cooperation capability put into the report.

Summary

Bengt Pihlström

Chairman, Baltic21 Tourism sector

The II Workshop Seminar on sustainable tourism in Tallinn was a very exceptional event. It brought together so many experts and even three from the European Commission. I was impressed by the work done by the work groups of the seminar.

An important political message was expressed by the seminar we want to influence the ministers, the governments to do something concrete to support the sustainable development of our region in the whole as well as in tourism in particular.

Another important message was that we want to involve the EC more in our work. Often we do not even know what kind of work is going on there.

The report should be a positive report. So far we tend to concentrate more on the obstacles and problems but our aim should be to set goals and show the ways to achieve them. We should also rewrite the scenarios. They tend to be too black and white we have long perspective. An important point is that countries in our region are in different situation, many things are site specific. Enlightening discussions were held to make distinction between tourism and recreation.

The seminar pointed out that setting up goals for tourism development we should not forget to think also about our wider and more general goals.

An initiative was taken to create a Baltic Sea Region Award for achievements in the field of sustainable tourism. Best examples of the countries are a powerful tool to encourage overall improvement in the region. We need assessment study, rules and examples. Healthy structure of criteria and indicators allow introducing sensible labelling and certification. Approval must come from tourist side, BTC and national tourist boards.

After the seminar the work will go on with the report.

In June another seminar on sustainable tourism will be held in the South of Finland, Hanko and Tammisaari. There the priority is the plan of action, implementation and financing.

To change tourism of the Baltic Sea Region into sustainable and quality tourism is the job involving all of us and good restructuring of the human landscape.

Council of Europe

COUNCIL OF EUROPE

COMMITTEE OF MINISTERS RECOMMENDATION No. R (97) 9

OF THE COMMITTEE OF MINISTERS TO MEMBER STATES

ON A POLICY FOR THE DEVELOPMENT OF SUSTAINABLE

ENVIRONMENT-FRIENDLY TOURISM IN COASTAL AREAS

(Adopted by the Committee of Ministers on 2 June 1997
at the 594th meeting of the Ministers' Deputies)

PROVISIONAL VERSION

The Committee of Ministers, under the terms of Article 15b of the Statute of the Council of Europe,

Having regard to Recommendation No. R (94) 7 on a general policy for sustainable and environment-friendly tourism development;

Having regard to Recommendation No. R (95) 10 on a sustainable tourist development policy in protected areas;

Having regard to Recommendation No. R (84) 2 on the European Regional/Spatial Planning Charter;

Having regard to the Pan-European Biological and Landscape Diversity Strategy, which was approved at the Ministerial Conference held in Sofia from 23 to 25 October 1995 on "Environment for Europe";

Bearing in mind the Convention on the Protection of the Marine Environment of the Baltic Sea Area (Helsinki Convention) and the Convention for the Protection of the Mediterranean Sea against Pollution (Barcelona Convention);

Taking into account the action programme Agenda 21, adopted following the United Nations Conference on Environment and Development held in Rio de Janeiro from 3 to 14 June 1992, which gives priority to coastal areas;

Considering that coastal areas are transitional areas between the mainland and the sea, and that they play an essential role in controlling the transfer of energy and pollutants between the two systems;

Considering that coastal areas are systems of great biological, geophysical, landscape, cultural and economic richness, and that they thus constitute a resource and common heritage for all individuals and societies, which should be preserved for present and future generations;

Stressing that coastal ecosystems, including the hinterland as well as the coastal strip, are particularly fragile because of edaphic, climatic and hydrological conditions, and are among the most threatened ecosystems;

Concerned at the increasing pressures on coastal areas, particularly in the Mediterranean region, owing to urban and industrial development and the rapid growth of tourism and leisure activities;

Aware of the danger of the intensive exploitation for the purposes of tourism of coastal areas which are still intact, particularly in countries in transition;

Recognising that, although coastal tourism may be a major instrument of economic development for many regions and countries, particularly islands, it can also, if implemented in an intensive manner, cause considerable and sometimes irreversible damage to the natural and socio-cultural environment;

Stressing that the quality of the marine environment, the preservation of fish stocks and of the biological equilibrium, and the maintenance of biological diversity are very much dependent on the proper management of coastal activities;

Convinced of the need to set up national, regional and local policies for the integrated management of coastal areas coupled with respect for the environment and the sustainable exploitation of resources,

Recommends that the governments of member States:

- a. base their tourism development policy, and in particular their financial incentives, on the principles and measures set out in the Appendix to this Recommendation, tailoring them where necessary to the special features or fragility of certain regions;
- b. ensure that national, regional and local authorities, those institutions responsible for tourism and the environment, the tourist industry and all other sectors involved are duly informed of this Recommendation and ensure that they respect the principles set out in the Appendix hereto;
- c. devise joint strategies between different States to promote balanced tourist development.

Appendix to Recommendation No. R (97) 9

I. GENERAL PRINCIPLES

All policies on the planning and development of coastal areas for the purposes of tourism must be based on the following principles:

- prevention, precaution and remedial action allied with the need for sustainable development, as defined at the Rio de Janeiro Conference;
- repair of damage caused to the environment;
- proper management of cultural and natural resources, particularly water resources, in proportion to their capacity for renewal, adopting a long-term approach;
- tourist development which complies with quality requirements and respects each area's specific features;
- limiting tourist development to a level compatible with the ecological and social carrying capacity of the site;
- urbanisation which is strictly controlled and ensuring specific protection of areas of great scientific, ecological, cultural or archaeological interest;
- tourist development which is designed to meet the needs of the local community and protect its socio-economic interests;
- balanced development to the hinterland;
- protection of noteworthy coastal habitats and areas, particularly the wetlands;
- balance between the various activities, such as agriculture, fishing and industry;
- free access to the coast while respecting natural values;

II. IMPLEMENTATION OF GENERAL PRINCIPLES

These general principles should be implemented by adopting the following measures:

1) Protection

- a. enacting legislation which provides for the protection of a considerable part of the coastal strip, the width of which should extend to the limits of the natural processes land/sea;
- b. granting particular protected status to as many areas (land or sea areas) as possible, particularly those which are noteworthy sites or landscapes or are characteristic of the natural and cultural heritage of the region or country, and which are necessary for maintaining biological or coastal equilibrium or are of ecological importance;
- c. protecting areas which are still intact and particularly vulnerable through a policy of controlling land use by purchase, rental or management agreements;
- d. guaranteeing free public access, while ensuring that this right is exercised without jeopardising the interests of landowners, nature or the environment.

2) Controlling coastal development

- a. bringing a simultaneously global and local approach to planning programmes for coastal tourist development. These programmes should be the subject of discussion and co-operation between all the institutional decision-makers, partners and communities concerned, and should be implemented:
 - after having carried out an inventory of natural and cultural resources and an environmental assessment;
 - taking into account the physical and social carrying capacity of the sites concerned, as well as their natural, landscape, cultural and socio-economic characteristics;
 - making all development projects which are likely to have a significant effect on the environment subject to an impact study.
- b. planning the development of coastal and marine regions for tourism using spatial/regional instruments and town-planning and environment management documents, particularly comprehensive land-use plans.

These instruments should:

- provide for strict use of land, to limit the negative effects of speculation;
 - contribute to intersectoral co-operation;
 - promote effective use of existing facilities and infrastructures in order to reduce needs for new constructions;
 - maintain the diversity of the natural landscape features of coastal areas;
 - specify the role and use of coastal areas, to this end listing possible functions in order of priority;
 - provide for areas where building and activities are strictly controlled and for other areas where building is completely prohibited;
 - provide for sufficient space to enable other activities (eg. agriculture and fishing) to take place;
 - encourage the use of tourist amenities not only by tourists but also by the local community.
- c. promote the rehabilitation of degraded coastal resorts.

3) Control of activities likely to harm the natural environment

a. Urbanisation and control of building:

- (i) strictly controlling building within a strip extending at least 100 to 300 metres from the mean water line landwards and seawards;
- (ii) avoiding urbanisation in natural, non-built-up areas and in high-risk areas;
- (iii) avoiding large constructions, particularly in areas where they are easily visible;
- (iv) putting existing buildings to new uses where appropriate, and making advantage of disused buildings rather than authorising the construction of new infrastructures;
- (v) drawing up guidelines with the aim of integrating building architecture with the local environment; these guidelines should cover, in particular, materials used and building height, to ensure that new buildings or rehabilitated old buildings blend in with the traditional local style;
- (vi) providing for accommodation units of various sizes so as to avoid dependence on a particular type of tourism;
- (vii) imposing strict rules regarding the collection and treatment of waste and sewage;
- (viii) encouraging free access to the coast while respecting its natural values;
- (ix) limiting the need for new yachting harbours through a more effective use of existing harbour capacity and by encouraging the use of natural anchorages which are already marked out.

b. Regulation of other activities linked to tourism likely to harm the environment:

- (i) prohibiting, as far as possible, the creation of new road infrastructures in dune areas;
- (ii) prohibiting off-road motor car traffic and parking, especially on beaches, dunes, and dune strips
- (iii) controlling the establishment of caravan sites, camping sites, marinas and golf courses;
- (iv) limiting parking to specific parking areas;
- (v) controlling water sports and leisure activities (collecting coral, hunting and fishing, activities in spawning and nesting areas);
- (vi) limiting the noise pollution resulting from tourist amenities.

4) Monitoring and combating pollution

- ensuring that all tourist developments, once completed, comply with the various rules and regulations adopted for the protection of the environment;
- regularly assessing the effect of tourist activities on the coast, and ensuring that the carrying capacity of tourist regions is not exceeded;
- taking into account appropriate standards on drinking water, bathing water, seawater and sewage, and reducing the discharge and emission of toxic substances;
- in coastal resorts, providing for sewage treatment installations, including connection to the main drain and sewerage systems and to recycling and waste disposal systems, using equipment appropriate to the nature of the site and the number of tourists, and regularly checking the satisfactory operation of these installations.
- installing instruments to monitor pollution, and providing the means of tackling pollution from land-based sources, including tourist facilities, or from pollution arising from disasters such as oil spills;
- working in co-operation with other sectors whose activities have an effect on the coast;

- promoting technological innovations and ways of minimising water and energy consumption and the production of waste;
- restricting motor-car and water-borne traffic; strictly regulating this traffic on shores and coastal waters; promoting public transport and encouraging less noisy and less polluting modes of transport together with pedestrian zones and walks;
- ensuring that beaches are regularly cleaned, providing for the systematic microbiological monitoring of water quality, and keeping the public informed.

5) Diversifying tourist services

a. Promoting forms of tourism which put the emphasis on "quality" and:

- respect the interdependence and complementary nature of the coastal area and hinterland;
- offer products other than those geared to seaside resorts, i.e. products which focus more on the natural, cultural and historical resources of the hinterland.

b. reorganising services in order to spread the tourist season over a longer period, to combat the summer overload which disrupts the social fabric, to use existing installations for a longer period,

c. and to improve the employment situation.

d. reviewing the current mechanisms and strategies to market coastal areas and the products offered, placing greater emphasis on the promotion and valorisation of the diverse natural and cultural assets of specific areas rather than focusing solely on the marketing of tourist accommodation and related services and facilities.

6) Using economic and tax instruments and incentives

a. studying the development of tax incentives to promote environment-friendly tourist development projects;

b. awarding seals of approval, such as the "Pavillon Bleu" ("Blue Flag"), which serve both as a means of promotion and as a reward to coastal municipalities for efforts to improve the quality of their general environment, bathing water and sewage treatment;

c.

d. using some of the users' or visitors' taxes, where these exist, to finance sewerage systems and to acquire, maintain and manage certain natural habitats;

e. making the award of financial backing for tourist projects conditional upon their taking into account the principles and measures described in this Recommendation;

7) Information, training and research

a. developing awareness-raising campaigns and training programmes for:

- tourists and tourism professionals, in order to increase their awareness of the quality of the environment and not only of the appeal, but also of the vulnerability of certain sites, and of the value of an often underrated heritage and of local culture and traditions;
- decision-makers, to enable them to choose the most appropriate and viable type of development for their municipalities;
- local authority staff and local teams responsible either for promoting tourism or for operating specific amenities;
- local inhabitants, to make them aware not only of the attractive features of their region but also of the vulnerability of the areas in which they live;

- officials responsible for town planning, restoration and rehabilitation, to help them promote environment-friendly architecture.
- b. developing research and training for local authorities and decision-makers on management of the ecosystems and natural resources of coastal areas;

The following areas in particular should be covered:

- the relationship between the land and the sea, and the links between the two systems;
 - the quality of seawater;
 - sewage treatment and collection;
 - management of drinking and non-drinking water supplies.
- c. developing interpretation programmes to increase awareness of the coastal heritage.
- d. involving tourism and environmental organization in the activities above.

8) Cooperation

Developing cooperation between municipalities, regions and countries in order to:

- avoid the negative effects of competition on the environment
- develop financial instruments to share, in a fairer way, the costs of tourism and the income from tourism between the different municipalities of a given tourist region
- devise common action plans for countries with adjacent coastal areas, in order to harmonise objectives regarding the development of coastal areas, coordinate work and prevent one country from taking insufficient conservation measures so as to obtain advantages.
- optimise the value of the heritage of coastal areas, while at the same time underpinning the need to protect that heritage.

In addition there are two recommendations on

COUNCIL OF EUROPE

COMMITTEE OF MINISTERS RECOMMENDATION No. R (94) 7

OF THE COMMITTEE OF MINISTERS TO MEMBER STATES

ON A GENERAL POLICY FOR SUSTAINABLE AND

ENVIRONMENT-FRIENDLY TOURISM DEVELOPMENT

(Adopted by the Committee of Ministers on 5 September 1994 at the 516th meeting of the Ministers' Deputies)

COUNCIL OF EUROPE

COMMITTEE OF MINISTERS

RECOMMENDATION No. R (95) 10

OF THE COMMITTEE OF MINISTERS TO MEMBER STATES

ON A SUSTAINABLE TOURIST DEVELOPMENT POLICY IN PROTECTED AREAS

(Adopted by the Committee of Ministers on 11 September 1995 at the 543th meeting of the Ministers' Deputies)

Lanzarote

The World Conference on Sustainable Tourism, Lanzarote, Spain, 1995.

Main Points of the Charter

The following is a summary of some of the main points of the Charter for Sustainable Tourism, which has been sent to the United Nations Commission on Sustainable Development.

- Tourism development shall be based on criteria of sustainability, which means that it must be ecologically sound in the long term, economically viable, as well as ethically and socially equitable for the local communities.
- The sustainable nature of tourism requires that it should integrate the natural, cultural and human environments. It must respect the fragile balances that characterize many tourist destinations, in particular small islands and environmentally sensitive areas.
- Tourism must consider its effects on cultural heritage and traditional elements, activities and dynamics of each local community. These elements must at all times play a central role in the formulation of tourism strategies, particularly in developing countries.
- Sustainable development means the solidarity, mutual respect, and participation of all players implicated in the process, especially those indigenous to the locality. This must be based on efficient cooperation mechanisms at all levels: local, national, regional and international.
- The conservation, protection and appreciation of our natural and cultural resources afford a privileged area for cooperation. This implies that all those responsible must take upon themselves a true challenge, that of cultural and professional innovation, and must also undertake a major effort to create integrated planning and management instruments.
- Governments and authorities shall promote actions for integrating the planning of tourism with environmental non-government organizations (NGOs) and local communities.
- Measures must be developed to permit a more equitable distribution of the benefits and burdens of tourism. This implies a change in consumption patterns and the introduction of ecologically honest pricing. Governments and multilateral organizations are called on to abandon subsidies that have negative effects on the environment.
- Environmentally and culturally vulnerable spaces, both now and in the future, shall be given special priority in the matter of technical cooperation and financial aid for sustainable tourism development. Similarly, special treatment should be given to spaces that have been degraded by obsolete and high-impact tourism models.
- Government, authorities and NGOs with responsibility for tourism and the environment shall promote and participate in the creation of open networks for information, research, dissemination and transfer of appropriate tourism and environmental knowledge and technology.
- There is a need to support and promote feasibility studies, vigorously-applied scientific field-work, tourism demonstration projects within the framework of sustainable development, the development of programmes in the field of international cooperation, and the introduction of environmental management systems.
- Attention should be given to the role and environmental effects of transportation in tourism, and economic instruments should be developed and implemented in order to reduce the use of non-renewable energy.

Berlin Declaration - Biological Diversity and Sustainable Tourism

We, Ministers, assembled in Berlin for the International Conference on Biodiversity and Tourism from 6 to 8 March 1997 :

- Aware that tourism is an important source of economic wealth and one of the fastest growing sectors in the world economy;
- Considering that tourism is a world-wide phenomenon involving a growing number of people undertaking more long-distance journeys;
- Recognizing that a healthy environment and beautiful landscapes constitute the basis of long term viable development of all tourism activities;
- Observing that tourism increasingly turns to areas where nature is in relatively undisturbed state so that a substantial number of the world's remaining natural areas are being developed for tourism activities;
- Concerned that while tourism may importantly contribute to socio-economic development and cultural exchange, it has, at the same time, the potential for degrading the natural environment, social structures and cultural heritage;
- Taking into account that sustainable forms of tourism generate income also for local communities, including indigenous communities, and that their interests and culture require particular attention;
- Recognizing also that tourism may generate or increase a demand for wild animals, plants or products made thereof for souvenirs, and thus endanger species and effect protection measures;
- Further recognizing that there is a need to value and protect nature and biological diversity as an essential basis for sustainable development;
- Convinced that nature has an intrinsic value which calls for the conservation of species, genetic and ecosystem diversity to ensure the maintenance of essential life support system;
- Furthermore convinced that sustainable forms of tourism have the potential to contribute to the conservation of biological diversity outside and inside protected areas;
- Bearing in mind that vulnerable areas, including small islands, coasts, mountains, wetlands, grasslands and other terrestrial and marine ecosystems and habitats of outstanding beauty and rich biological diversity deserve special measures of protection;
- Convinced that achieving sustainable forms of tourism is the responsibility of all stakeholders involved, including governments at all levels, international organizations, the private sector, environmental groups and citizens both in tourism destination countries and countries of origin;
- Determined to work together with all who are involved in the elaboration of international guidelines or rules that harmonize the interests of nature conservation and tourism, that lead towards sustainable development of tourism, and, thus, contribute to the implementation of the Convention on Biological Diversity and the objectives of Agenda 21;

Agree on the following principles:

I. General

1. Tourism activities should be environmentally, economically, socially, and culturally sustainable. Development and management of tourism activities should be guided by the objectives, principles and commitments laid down in the Convention on Biological Diversity.
2. Tourism activities which directly or indirectly contribute to the conservation of nature and biological diversity and which benefit local communities should be promoted by all stakeholders.
3. To conserve nature and biological diversity as a major resource of tourism activities, all necessary measures should be taken to ensure that the integrity of ecosystems and habitat is always respected. Additional burdens from tourism development should be avoided in areas where nature is already under pressure from tourism activities. Preference always respected. Additional burdens from tourism development should be avoided in
4. Measures inspired by the principle of precautionary action should be taken to prevent and minimise damage caused by tourism to biological diversity. Such measures should include monitoring of existing activities and assessment of environmental impacts of proposed new activities, including the monitoring of the negative effects of wildlife viewing.
5. Tourism activities which use environmentally sound technologies for saving water and energy, prevent pollution, treat waste water, avoid the production of solid waste and encourage recycling should be promoted to the fullest extent. Similarly, tourism activities which encourage the use of public and non-motorised transport should be supported wherever possible.
6. All stakeholders including governments, international organizations, the private sector and environmental groups should recognise their common responsibilities to achieve sustainable forms of tourism. Policies and, where appropriate, legislation, environmental economic instruments and incentives should be developed to assure that tourism activities meet the needs of nature and biological diversity conservation, including mobilising fund from tourism.
7. Concepts and criteria of sustainable tourism should be developed and incorporated in education and training programmes for tourism professionals. The general public should be informed and educated about the benefits of protecting nature and conserving biodiversity through sustainable forms of tourism. Results of the research and concepts of sustainable tourism should be increasingly disseminated and implemented.

II. Specific

1. Inventories of tourism activities and attractions should be developed, taking into account the impacts on ecosystems and biological diversity. Coordinated efforts of governments, the private sector and all other stakeholders should be undertaken to agree on criteria to measure and assess the impacts of tourism on nature and biological diversity. In this regard, technical and scientific cooperation should be subject to prior environmental impact assessment.
2. Tourism activities, including tourism planning, measures to provide tourism infrastructure, and tourism operations, which are likely to have significant impacts on nature and biological diversity should be subject to prior environmental impact assessment.
3. Tourism activities should be planned at the appropriate levels with a view to integrate socio-economic, cultural and environmental considerations at all levels. Development, environment, and tourism planning should be integrated processes. All efforts should be made to ensure that integrated tourism plans are implemented and enforced.
4. Tourism should be based on environmentally friendly concepts and modes of transport. Negative impacts of transport on the environment should be reduced, paying particular attention to environmental impacts of road and air traffic, especially in ecologically sensitive areas.
5. Sports and outdoor activities, including recreational hunting and fishing, particularly in ecologically sensitive areas should be managed in a way that they fulfil the requirements of nature and biological

diversity conservation and comply with the existing regulations on conservation and sustainable use of species.

6. Special care should be taken that living animals and plants, and products made thereof for souvenirs, are offered for sale only on the basis of a sustainable and environmentally sound use of the natural resources and in conformity with national legislation and international agreements.

7. Whenever possible and appropriate, economic instruments and incentives including awarding of prizes, certificates and eco-label for sustainable tourism should be used to encourage the private sector to meet its responsibilities for achieving sustainable tourism. The abolition of economic incentives encouraging environmentally unfriendly activities should be strived for.

8. Tourism should be developed in a way so that it benefits the local communities, strengthens the local economy, employs local workforce and wherever ecologically sustainable, uses local materials, local agricultural products and traditional skills. Mechanisms, including policies and legislation should be introduced to ensure the flow of benefits to local communities. Tourism activities should respect the ecological characteristics and capacity of the local environment in which they take place. All efforts should be made to respect traditional lifestyles and cultures.

9. Tourism should be restricted, and where necessary prevented, in ecologically and culturally sensitive areas. All forms of mass tourism should be avoided in those areas. Where existing tourism activities exceed the carrying capacity, all efforts should be made to reduce negative impacts from tourism activities and to take measures to restore the degraded environment.

10. Tourism in protected areas should be managed in order to ensure that the objectives of the protected area regimes are achieved. Wherever tourism activities may contribute to the achievement of conservation objectives in protected areas, such activities should be encouraged and promoted, also as cases to test in a controlled manner the impact of tourism and biodiversity. In highly vulnerable areas, nature reserves and all other protected areas requiring strict protection, tourism activities should be limited to a bearable minimum.

11. In coastal areas all necessary measures should be taken to ensure sustainable forms of tourism, taking into account the principles of integrated coastal area management. Particular attention should be paid to the conservation of vulnerable zones, such as small islands, coral reefs, coastal waters, mangroves, coastal wetlands, beaches and dunes.

12. Tourism in mountain areas should also be managed in environmentally appropriate ways. Tourism in sensitive mountain regions should be regulated so that the biological diversity of these areas can be preserved.

13. In all areas where nature is particularly diverse, vulnerable and attractive, all efforts should be made to meet the requirement of nature protection and biological diversity conservation. Particular attention should be paid to the conservation needs in forest areas, grasslands, fresh water eco-systems, areas of spectacular beauty, arctic and antarctic eco-systems.

The Ministers gathered in Berlin on 7 and 8 March 1997 for the International Conference on Biodiversity and Tourism:

- Recommend that the Conference of the Parties to the Convention on Biological Diversity draw up in consultation with stakeholders guidelines or rules for sustainable tourism development on a global level on the basis of the "Berlin Declaration" in order to contribute to the implementation of the Convention's objectives,
- Agree to submit the "Berlin Declaration" to all Parties and Signatory States with the objectives of bringing about a discussion at the 4th Conference of the Parties in Bratislava,
- Call upon the Special Session of the General Assembly of the United Nations to support these initiatives under the Biodiversity Convention and recommend to the UN General Assembly Special Session to include the subject of sustainable tourism in the future work programme of the Commission on Sustainable Development in order to draw increased attention to the objectives of Agenda 21 in this important area of action,
- Call on bilateral and multilateral funding organizations to take into account the principles and guidelines of the "Berlin Declaration" when supporting projects relating to tourism.

Agreed at Berlin, 8 March 1997.

WTTC Environmental Guidelines

A clean, healthy environment is essential to future growth - it is core of the Travel & Tourism product.

The WTTC commends these guidelines to Travel & Tourism companies and to governments and asks that they be taken into account in policy formation:

- Travel & Tourism companies should state their commitment to environmentally compatible development.
- Targets for improvements should be established and monitored.
- Environmental commitment should be company-wide.
- Education and research into improved environmental programs should be encouraged.
- Travel & Tourism companies should seek to implement sound environmental principles through self-regulation, recognizing that national and international regulation may be inevitable that preparation is vital.

Environmental improvement programs should be systematic and comprehensive. They should aim to:

- Identify and continue to reduce environmental impact, paying particular attention to new projects.
- Pay due regard to environmental concern in design, planning, construction and implementation.
- Be sensitive to conservation of environmentally protected or threatened areas, species and scenic aesthetics, achieving landscape enhancement where possible.
- Practice energy conservation.
- Reduce and recycle waste.
- Practice fresh-water management and control sewage disposal.
- Control and diminish air emissions and pollutants.
- Monitor, control and reduce noise levels.
- Control and reduce environmentally unfriendly products, such as asbestos, CFCs, pesticides and toxic, corrosive, infectious, explosive or flammable materials.
- Respect and support historic or religious objects and sites.
- Exercise due regard for the interests of local populations, including their history, traditions and culture and future development.
- Consider environmental issues a key factor in the overall development of Travel & Tourism destinations.

These guidelines have been prepared taking into account the International Chamber of Commerce (ICC) Business Charter for Sustainable Development.

WTTC Programmes and Networks

GREEN GLOBE

Within this framework, industry initiatives such as WTTC's GREEN GLOBE programme will play an important role in ensuring market responsiveness to the environmental imperative. GREEN GLOBE encourages companies to enter a continuing cycle of improvement, with guidance and support services to help adapt corporate culture and practice. It provides a link with destination management concepts at local level. A growing number of destinations are working with private sector companies to ensure that essential development which brings wealth and jobs to the community occurs in a sustainable fashion. GREEN GLOBE offers common Agenda 21 based standards as well as global best practice techniques and technologies for such endeavours.

ECoNETT

Over a three-year period, WTTC is also developing an information network for Travel & Tourism and the Environment with DG XXIII's Tourism Unit at the European Commission. ECoNETT - the European Community Network for Environmental Travel & Tourism - is an environmental communications network using the Internet and other distribution mechanisms, designed to raise awareness of the environment and to stimulate changes in Travel & Tourism industry management practices in Europe. The Travel & Tourism industry and governments worldwide have a shared stake in the protection of the environment. Clean air, clear water and attractive scenery are at the heart of the product. Growth, and the jobs it will create, depend on building a sound environmental framework for tomorrow's development.

The Baltic 21 Series contains the following publications:

No 1/98	An Agenda 21 for the Baltic Sea Region
No 2/98	Agenda 21 for the Baltic Sea Region, Sector Report – Agriculture ¹
No 3/98	Sustainable Energy Development in the Baltic Sea Region (ISBN: 87-986969-0-4)
No 4/98	Sector Report on Fisheries, Contribution to Baltic 21 ²
No 5/98	Baltic 21 Action Programme for Sustainable Development of the Baltic Sea Region – Sector Report On Forests ³
No 6/98	Sustainable Development of the Industrial Sector in the Baltic Sea Region
No 7/98	Agenda 21 – Baltic Sea Region Tourism ⁴
No 8/98	Baltic 21 Transport Sector Report ⁵
No 9/98	Spatial Planning for Sustainable Development in the Baltic Sea Region
No 10/98	Financing the Baltic 21: An Overview
No 11/98	Local Agenda 21 Report
No 12/98	Environmental Citizen Organisation's (ECO's) Vision of an Agenda 21 for the Baltic Sea Region
No 13/98	Indicators on Sustainable Development in the Baltic Sea Region – An Initial Set
No 14/98	Vision of Sustainability in the Baltic Sea Region: Beyond Conventional Development

The reports can be downloaded from the Baltic 21 website (<http://www.ee/baltic21/>). At the website you can also find information on where you can order the reports.

¹ Also published in the HELCOM Baltic Sea Environmental Proceedings (BSEP).

² Also published in the IBSFC Proceedings.

³ Also included in the Publications of the Finnish Ministry of Agriculture and Forestry.

⁴ Also published by the Finnish Ministry of Trade and Industry, Working Papers 6/1998.

⁵ Also published by the German Federal Environmental Agency in the TEXTS series.

