

A-1518

PHARE PROGRAMME "TOURISM DEVELOPMENT IN POLAND"

TOURISM PRODUCT DEVELOPMENT - WORKING PAPER NO 4

TOURISM & ENVIRONMENT

MISSION REPORT

15 September 1994

by:

Tom M. Wolters

ecoplan b.v. - environmental consultants

P.O. Box 65, NL-4797 ZH WILLEMSTAD, tel.: 31 1687 2779, fax: 31 1687 2687

Instytut Turystyki, ul. Merliniego 9a, 02-511 Warszawa

Acknowledgement

The present mission was made possible thanks to the kind and fruitful cooperation of the PHARE Tourism PMU (Programme Management Unit) and the many officials approached in Polish government organisations and non-governmental organisations relating to tourism, environment and physical planning.

My special appreciation goes to Mrs Magda Rzążewska-Malińska, PHARE programme assistant, who organized the tight programme in an effective and pleasant way and to Mrs Maria Jezewska who did the interpretation which was far from an easy task.

CONTENTS

	page
ACKNOWLEDGEMENT	1
INTRODUCTION	3
0.1 Definitions and Abbreviations	3
0.1.1 Definitions	3
0.1.2 Abbreviations	3
0.2 Tourism and the State of the Environment	4
0.3 Tourism Policy and Environmental Policy	4
0.4 Terms of Reference	5
0.5 Approach	6
0.6 Structure of the Report	6
FINDINGS AND CONCLUSIONS	7
1 Sustainable Tourism Development (STD)	7
1.1 Government and STD	7
1.2 NGOs and STD	8
1.3 STD, Ecotourism and Volume Tourism	9
1.4 Measuring STD	9
1.5 Recommendations	10
2 Mechanisms	11
2.1 Command and Control Mechanisms	11
2.1.1 Law and Law Enforcement	11
2.1.2 Standards and Guidelines	12
2.1.2.1 Tourism Development and Assessment of Environmental Impact	12
2.1.2.2 Tourist Zoning and Protected Areas	14
2.2 Stimulating Mechanisms	15
2.2.1 Environmental Education	15
2.2.1.1 Raising Awareness	15
2.2.1.2 Training Professionals in the Tourism Industry	16
2.2.2 Image Building of a Green Poland	17
2.2.2.1 Eco-regions	17
2.2.2.2 Green Labelling	17
2.2.2.3 Addressing Local Communities: Becoming a "Green" Community	18
2.2.2.4 Addressing the Tourism Industry: Becoming a "Green" Company	18
2.3 Recommendations	19
3 Institutional Arrangements	20
3.1 Observations	20
3.2 Recommendations	20
REFERENCES	21
ANNEXES	22
I Terms of Reference	22
II Mission Programme	24
III Towards Sustainability: The Tourism Sector	27
IV Identifying Strategic Problems	29
V Environmental Indicators of Tourism	30
VI Carrying Capacity and Sustainable Tourism Development	35
VII The Challenge of Ecotourism / Poland	36
VIII Environmental Intervention Instruments	37

INTRODUCTION

0.1 DEFINITIONS AND ABBREVIATIONS

0.1.1 Definitions

Environment

In this report, the term "environment" is used broadly, and includes not only land, air, water, vegetation and wildlife, but also people, their creations and the social, economic, cultural and political conditions that affect their lives.

Tourism

The Tourism Industry is defined as the aggregate of all business that directly provide goods or services to facilitate business, pleasure and leisure activities away from the home environment. This implies that, in this report, tourism encompasses recreational activity.

Sustainable Tourism Development

Sustainable (Tourism) Development is a process that allows development to take place without degrading or depleting the resources which make the (tourism) development possible. This is generally achieved either by managing the resources so that they are able to renew themselves at the same rate as which they are used, or switching from the use of a slowly regenerating resource to one which generates more rapidly. In this way, resources remain able to support future as well as current generations.[1]

Ecotourism

Purposeful travel to natural areas to understand the culture and natural history of the environment, taking care not to alter the integrity of the ecosystem, while producing economic opportunities that make the conservation of natural resources beneficial to local people. (Source: The Ecotourism Society).

Three main components of sustainable tourism development are:

- 1 Ecological sustainability ensures that development is compatible with the maintenance of essential ecological processes, biological diversity and biological resources.
- 2 Social and cultural sustainability ensures that development increases people's control over their lives, is compatible with the culture and values of people affected by it, and maintains and strengthens community identity.
- 3 Economic sustainability ensures that development is economically efficient and that resources are managed so that they can support future generations.

0.1.2 Abbreviations

EU	European Union
CEC-PHARE	Programme of Assistance for the Restructuring of the Economies of Poland and Hungary / Commission of the European Communities (now: of the EU)
MOSZNiL	Ministry of Environmental Protection, Natural Resources and Forestry
GO /NGO	Governmental / Non-Governmental Organisation
OOS	Environmental Impact Assessment
PMU	Programme Management Unit
SSTA	State Sports and Tourism Administration

STD	Sustainable Tourism Development
TTC	Tourism Carrying Capacity
UNEP	United Nations Environment Programme
WTO	World Tourism Organisation
[..]	Reference No (References, page 21)

0.2 TOURISM AND THE STATE OF THE ENVIRONMENT

In 1989, the Polish Tourism Association published their standpoint with respect to key problems of tourism in Poland [2]. Regarding the environment it was stated: (quote) ... "About 20% of the total area of recreation grounds has undergone significant degradation, about 20% of the population breathes excessively polluted air, in practically all the Polish health-spas the level of dust has been exceeded, about 300 Polish lakes were recipients of wastes, and in effect, over a half of them was excessively polluted, about 250 kms of very valuable and intensively touristically utilized areas on the Baltic Coast were unfit for use The sanitary state of a large part of the tourist base is terrible... The protection of the most valuable areas as far as nature and the landscapes are concerned, is functioning faultily or is non-existent" (unquote).

In "Poland - the Environment Policy in the Year 1993" [2], it is stated that: (quote) ... "11% of the country should be regarded as area environmentally threatened. At the same time, the 30% of Polish population suffers from dangerous health diseases... Poland is one of the countries which contribute most to the degradation of the global environment through emissions of carbon dioxide, sulphur and nitrogen oxides, pollution of the Baltic Sea.... On the other hand, because of its geographical location, Poland plays a key role in the pan-European system of natural connections possessing, unique on the European scale, unpolluted natural habitats which cover some 27% of the country area.... Poland faces not only a very difficult task of making deep changes in economic policy but also the necessity of liquidation of difficult to evaluate destructions of the environment. The requirement to recover the disastrous destruction of the natural environment as well as our duty to preserve the natural resources for the future generations promote the principle of eco-development policy, conceived as sustainable development, to the rank of one of the main constitutional principles..." (unquote).

0.3 TOURISM POLICY AND ENVIRONMENTAL POLICY

Sustainable development (in Poland mostly called "eco-development") is the basis of State environmental policy, ratified by the Sejm (Parliament) in May 1991 [3]. Sustainable development is defined as the attainment of a balance between social, technical and environmental conditions in the process of development. While this is not very specific, the principles chosen by the government are, i.e.:

- pollution shall be prevented according to the following hierarchy: (1) prevention of the generation of pollution, (2) recirculation of materials and resources, (3) neutralization of pollution created;
- strict enforcement of regulations;
- strict implementation of the 'polluter pays' principle;
- regionalization: the transfer of the majority of rights in relation to environmental protection to local administrative entities.

In 1993, the Ministry of Environmental Protection, Natural Resources and Forestry (further the Polish abbreviation MOSZNiL is used) issued a policy paper on the environment stating that: "eco-development policy will be implemented by enforcing environmental requirements on all socio-economic activities in Poland, and also by improving the public awareness of the personal responsibility of all citizens to protect the environment and its resources at places of work, residence or leisure. In this of changing systematic conditions the requirements of eco-development will have to be fitted into legal and economic solutions being created and into the new management systems. An effective policy should apply to all sectors of economic life."

Government Objectives for Tourism Development and the Environment

In 1992, guidelines for the development of the Polish tourism industry were formulated by the State Sports and Tourism Administration (SSTA) [4]. In that document it was indicated that tourism, with its relation and influence on other economy branches, must be linked with, inter alia, general environmental policy. Goals for tourism include "management of natural resources, such as culture, architecture, regional folklore, people, technical achievements...". Regarding marketing&promotion, actions to be undertaken, include: "linking between tourism and necessary protection of environment and preservation of cultural heritage...".

Also the need for interministerial cooperation is indicated, specifically in Environmental Protection and the closely related fields Country Planning and Transportation. In particular, the following requirements were mentioned: (1) principles for tourist development in protected areas, landscape parks, national parks, etc. (the existing regulations are too restrictive), (2) the maximum number of tourists visiting a protected area without affecting it must be defined.

Recently, the Economic and Social Committee of the Sejm (=Parliament) has adopted new guidelines for tourism development, prepared by the SSTA [5]. Government's key tasks include: "Adapting the legal framework of the industry, concerning environment protection, tax incentives, standardisation of services, etc. to EU standards". Principal existing barriers identified to achieving tourism development objectives are inter alia: "Lack of coordination between several tourism related programmes -- finance, transportation, telecommunication, environment protection".

0.4 TERMS OF REFERENCE

Against the background given in the previous paragraphs, a short mission on tourism&environment has been carried out as part of the CEC-PHARE Programme on Tourism Development in Poland (TOURIN I).

The (12-day) mission is aimed at specific action to be taken on the relation between tourism and the environment, the inclusion of environmental concerns in the process of tourism development so as to make it sustainable, measures to mitigate and/or prevent environmental degradation connected with tourism use, and measures to redress detrimental effects resulting from earlier inadequate approaches to tourism development.

Tasks of the consultant include the evaluation of present mechanisms and proposing ways for improvement in terms of appropriate procedures, guidelines and instruments. (Annex I)

0.5 APPROACH

Various key persons of government and non-government organisations in the field of tourism, environment and physical planning, were consulted. Relevant documents were studied and discussions were held with members of the PMU. Finally, a presentation and discussion of preliminary findings and conclusions was given to representatives of the Tourism Development Department of SSTA and the PMU experts team. The outcome of this discussion has been discussed with the EU-delegate on tourism. The mission programme is included in Annex II.

0.6 STRUCTURE OF THE REPORT

The report follows the presentation to the SSTA. The findings and conclusions include the observations and comments made by SSTA, EU delegate and PMU experts. It concerns three blocks:

- (a) Sustainable Tourism Development Policy (and, in order to arrive at this:)
- (b) Mechanisms
- (c) Institutional Arrangements

FINDINGS AND CONCLUSIONS

1 SUSTAINABLE TOURISM DEVELOPMENT (STD)

During discussions with the various organisations, the efficient introduction of the "eco-development" (= sustainable development) policy as adopted by the Polish government in 1991 [2] appeared to be a main issue.

1.1 GOVERNMENT AND STD

Observations

At state level, discussion on the contents of sustainable development is still in its infancy as far as tourism is concerned. Partly, this is due to the fact that tourism is considered a relatively environment-friendly activity and as such given low priority in environmental policy-making. On the other hand, environmental issues are not dealt with actively within SSTA as it lacks the expertise required to deal with this subject (see also 3.1: institutional arrangements)

At regional level, first attempts are being made. This goes in particular for the lake district in the eastern part of Poland, called "Eco-region The Green Lungs of Poland". For this "eco-region", initiated by the National Foundation for Environmental Protection and adopted by government, integrated development policies are being formulated, such as the CEC-PHARE funded study Great Mazurian Lakes Region Masterplan [6]. In this master plan, a proposal is included for the Terms of Reference for a tourism development study, aimed at STD.

Recommendations

Such concrete studies at regional and local level are essential to help define sustainable tourism. These studies, however, should be framed by a national STD policy as regional and local initiatives are interrelated with developments at national level as well as developments in other regions.

Apart from institutional arrangements (chapter 3), further development of the concept of STD can be promoted by including this explicitly in plans and programmes. In this respect, especially opportunities offered by the CEC-PHARE programmes should be mentioned:

CEC-PHARE Tourism:

- TOURIN I: Elaboration of the National Tourism Product Development Plan, currently being finalized. Environment is only included in terms of tourism assets (basic environmental conditions). Tourism Products should be described in terms of Sustainable Tourism Products, indicating environmental impact and how to prevent or mitigate this. A major output of the project is "five or more territorial units to demonstrate model approaches". These model approaches offer excellent opportunities to elaborate principles of sustainable tourism (at regional/local level).
- TOURIN II: Development and promotion of a Rural Tourism Master Plan, scheduled for 1995. It is recommended to include STD in the Terms of Reference of the programme.

CEC-PHARE Environment

- Great Mazurian Lakes Region Tourism Development Study aimed at sustainable tourism development.

CEC-PHARE Agriculture

- It is planned to undertake a study on agrotourism (=farm tourism). Also such a study should be in line with basic principles of sustainable development.

There seems to be only limited coordination between the different PHARE programmes as far as tourism is concerned. SSTA should be the central coordinating body for such and other sectoral plans and programmes.

Further, reference is made to the European Union Programme of Policy and Action in relation to the Environment and Sustainable Development. In Annex III, the chapter of this programme dealing with STD is included. [7]

To arrive at a consistent STD policy, SSTA should involve other ministries interlinked with tourism as STD is by definition a cross-sectoral activity, in particular the ministries of:

- Environmental Protection, Natural Resources and Forestry
- Spatial Economy and Construction
- Transportation and Maritime Economy
- Health and Social Welfare
- Agriculture and Food
- Culture and Art

This activity should be under the umbrella of the Interministerial Body for Sustainable Development, currently being prepared by MOSZNiL, e.g. in the form of a sub-committee or working group. SSTA should be the leading agency in this sub-committee.

1.2 NGOs AND STD

Observations

The impression was given that non-governmental organisations (NGOs) involved in the promotion of the concept of STD are mostly environmental NGOs.

The Institute for Sustainable Development has included tourism as one of the topics of their programme. Recently, the Institute has made an interesting contribution to the discussion on STD by organizing a seminar on sustainable tourism in Poland / Green Lungs of Poland [8]. During that seminar strategic problems in shaping tourism in accordance with the principles of sustainable development, were identified. (Annex IV)

The World Conservation Union (IUCN) is implementing a conservation and sustainable development policy in the central and eastern European region aimed at all the formerly centrally planned economies. Specific aims for the period 1993-1995 are, inter alia, "to evaluate and provide policy and management recommendations for agriculture, forestry and tourism activities in relation to conservation and sustainable development". In that context, it is stated that "tourism has been identified as one of the potentially greatest threats, but also an opportunity for nature conservation." The newly established country office in Poland has indicated tourism as one of the their first priorities in the country programme.

Recommendations

The discussion on how to apply the concept of sustainable development to tourism should engage all involved in tourism. Currently, this is predominantly a discussion that takes place within MOSZNiL and its related agencies and institutes, and environmental NGOs. To balance this, SSTA should encourage discussion in tourism GOs and NGOs. In this context, it has to be stressed that STD should not be narrowed to the bio-physical environment only but should encompass the socio-economic and socio-cultural environment as well.

1.3 STD, ECOTOURISM AND VOLUME TOURISM

Observations

There appears to be a tendency to translate STD in terms of ecotourism and related environmentally friendly forms of tourism only. Apart from the question if these are really environmentally friendly (over-exposure will also result in environmental degradation, and not always management mechanisms are in place to monitor and control these so-called environmentally sound forms of tourism), it should be realized that ecotourism or "green tourism" is only a small segment of the tourist market.

Promotion of "green tourism" is one of the main topics in SSTA. Environmental NGOs are focusing on "green" tourism (ecotourism, rural tourism, farm tourism) as these types can provide alternative income to local population (farmers), as such adding opportunities to preserve e.g. half-natural landscapes and nature reserves.

Recommendations

This narrow view on STD is neglecting the fact that volume tourism is the most substantial part of the tourist market. Even in areas as the "Green Lungs" volume tourism has to be accommodated. Therefore attention currently paid "green" tourism has to be balanced with volume types of tourism.

1.4 MEASURING STD

Environmental Indicators

The tourism sector requires better information to support its sustainability. Recognizing this, in 1993 the WTO Environment Committee has adopted a list of indicators and derived indices [9]. The indicators are designed to address the links between the tourism industry and the environment, the impact of the industry on the environment and the effects of social and natural environmental factors on the prosperity of the industry. The WTO listing contains indicators both for the industry itself and for the government who oversees tourism development and tourism activity.

Although testing of the indicators is still in its initial phase, these are very useful serving as a checklist on aspects which have to be considered discussing sustainable tourism, including Warning Indicators (need to act to anticipate and prevent/mitigate problems), Measures of Pressures or Stress, Measures of the State of the Natural Resource Base and Measures of its Use, Measures of Impacts/Consequences, Measures of Management Effort/Action and Measures of Management Impact. The short-list of candidate indicators is enclosed in Annex V.

Observations

Thus far, there is no discussion on introducing Environmental Indicators of STD. As such, this discussion should be framed by an overall discussion on Indicators of Sustainable Tourism. Leading agency in this should be MOSZNiL. There is a solid base for establishing Environmental Indicators as data collection is well organized in Poland and publishing is normal practice (i.e. Polish Tourism in Figures, SSTA, 1994; Statistical Yearbooks, Central Statistical Office).

Recommendations

It is recommended to discuss the introduction of Environmental Indicators of Tourism with the Interministerial Body for Sustainable Development being the appropriate forum.

1.5 RECOMMENDATIONS

In the following table, a summary is given of the suggestions for action made in the above paragraphs.

RECOMMENDED ACTION	SUSTAINABLE TOURISM DEVELOPMENT (STD)
SSTA should:	
<ul style="list-style-type: none"> ● Establish a platform for discussion and coordination on STD, including: <ul style="list-style-type: none"> * at Ministerial level, a sub-committee / working group of the Interministerial Body for Sustainable Development * a network of Government and (leading) Non-Government Organizations involved in tourism development & environment * EU-PHARE ● Formulate of a concept and strategy for STD, providing a national framework for all types of tourism development (including volume tourism) at regional and local level ● Ensure the inclusion of environmental concerns in plans and programmes, (environment: not only biophysical, but also socio-economic and socio-cultural) ● Promote regional approaches to sustainable tourism development ● Stimulate and coordinate dissemination of information and research on STD ● Strengthen environmental capacity in SSTA ● Consider the introduction of Environmental Indicators of STD 	

2 MECHANISMS

Two types of mechanisms, which can be used to regulate and direct tourism in order to arrive at sustainable tourism development, can be discerned:

- (1) "Command and control" mechanisms ("compulsory")
- (2) Stimulating mechanisms ("voluntary")

In the following, both types of mechanisms will be discussed.

2.1 COMMAND AND CONTROL MECHANISMS

2.1.1 Law and Law Enforcement

Observations

It is observed that planning&management mechanisms, relevant to tourism planning, are in place. Currently, in order to successfully propose and realise any investment, normally the following acts have to be observed: the Town&Country Planning Act, the Protection and Shaping of the Environment Act, the Construction Act, the Use and Conservation of Inland Waters Act and the Protection of Agriculture and Forest Grounds Act, as well as many other regulations. However, Poland is currently in the process of legal reform. In the past, law was too permissive, and it was adapted to the rules of a centrally planned economy. Also, under communist rule there was no effective mechanism for law enforcement. In the context of the change from a command economy to a market economy, inter alia, environmental, physical planning and building&construction laws are being revised. One of the most significant changes is decentralization. Local government is now assuming more prominence in law and law enforcement.

The State Inspectorate of Environmental Protection is responsible for effective enforcement of environmental law. It is estimated that with its current staff and equipment, the Inspectorate is capable of checking only about 2,000 of the largest industrial plants per year. Therefore environmental bodies are to be established in local governments to check the thousands of small plants and workshops which are very harmful to the environment. A set of legal and organizational guidelines for such local government inspection bodies has been designed by the above State Inspectorate. This Inspectorate works in close cooperation with the Inspectorate of the Ministry of Health & Social Welfare that is involved in environmental hygiene [water quality (swimming water, drinking water), sanitation, food, etc.] and as such also directly dealing with the tourism sector; besides Spa-resorts are under the direct responsibility of this Ministry.

Recommendations

Presently, there is no overview of existing and proposed laws, regulations and control mechanisms relevant to tourism development. This is, however, essential to putting into effect government's STD-policy. Therefore an evaluation should be carried out. This evaluation should show, especially through concerted use, how to optimize their effectiveness for tourism planning&management. When proven necessary, major gaps and constraints should be repaired by sector-specific law and regulations. This exercise is crucial as it assists local government that will have far reaching responsibilities in decentralized planning&management but has no or very limited capacity to fulfil this task. This will also benefit law enforcement.

The near future will show whether legal and organizational arrangements applied, involving local government (inspection relating fining), are proving effective. This is crucial as legislative instruments are designed to set fundamental protection for public health and environment, in particular in cases of (high) risk.

2.1.2 Standards and Guidelines

Observations

A well developed system of standards and guidelines exists. In line with the above legal and relating organizational (decentralization) reform, a new/adapted package of standards and guidelines should be promoted.

Recommendations

Standards to be set and guidelines to be developed relating to planning, construction, operation and monitoring of tourist infrastructure and facilities.

Technical standards include the promotion of (concepts for) structural changes and technical designs which will reduce the negative impacts on natural resources and landscape by the tourism industry. A frame of references for siting, design&construction and environmental (engineering) standards to ensure that tourism development projects are sympathetic with local culture and natural environments, could be made available through the World Tourism Organisation (WTO) and other major tourist organisations, such as ADAC (Germany) or the TIAA (Travel Industry Association of America).

In planning and management routines, the effective inclusion of the following essential instruments should be ensured.

2.1.2.1 Tourism Development and Assessment of Environmental Impact

Assessment of impact exerted on the environment is one of the basic tools of prevention or mitigation in any recognised environmental protection. In the following, two major instruments to be applied to tourism development, will be discussed: Tourism Carrying Capacity (TCC) and Environmental Impact Assessment (further the Polish abbreviation OOS is used).

Tourism Carrying Capacity (TCC)

Observations

It was noted that carrying capacity assessments form part of normal (recreation) planning practice in Poland. However, carrying capacity studies as component of land development / management plans is not compulsory and a systematic approach has not yet been introduced.

Already in 1982, UNEP and WTO stated in a joint declaration that 'tourist carrying capacity' is a fundamental prerequisite to establishing in measurable terms the number of visitors and the degree of development that can take place without detrimental effects on nature and people. Sustainable tourism can only take place when carrying capacity studies for key tourist sites are conducted and rigorously implemented through a system of effective planning and operation controls.

Such studies and regulations constitute the cornerstone of long-term strategies and plans. Tourism carrying capacity has been discussed in a UNEP/WTO technical document [10].

TCC includes physical, biological, social and perceptual aspects of the tourism environment. TCC varies according to season, and, over time, factors such as tourists' behaviour patterns, facility design and management, the dynamic character of the environment, and the changing attitudes of the host community. This all makes assessment complicated. Therefore, practical guidelines for carrying out TCC studies are essential.

The diagram in Annex VI shows how to apply the carrying capacity concept when considering the tourism policy, i.e. at the three stages of policy formulation, detailed studies and implementation and monitoring.

Recommendations

SSTA should promote the mandatory inclusion of (systematic) carrying capacity studies in tourism development programmes, ensuring that carrying capacities of tourist destinations reflect sustainable levels of development and are monitored and adjusted properly.

Environmental Impact Assessment (OOS)

Observations

Since 1985, in Poland the impact of a proposed investment has to be evaluated. An evaluation will typically include all aspects of the environment, and should account for all stages of a project - construction, operation and possible liquidation. Such an evaluation is called Environmental Impact Assessment Study. The types of investments which are considered most harmful and therefore requiring evaluation, are specified in a ministerial regulation of 1990. It also applies to tourism projects, e.g. it concerns projects that may cause pollution, derangement of earth surface together with soil or change in destination of agricultural or forest grounds bigger than (a) 50 ha within ecologically threatened areas and especially protected areas, and (b) 100 ha within the remaining territory of the country. Currently, OOS is being brought in line with the EU Directive on environmental impact assessment (a law on OOS has been drafted).

The lack of a formal procedure for carrying out OOS in Poland, means that frequently the terms of reference for the assessment study are inadequate: they do not provide clear insight into what is critical and what is not. The principles of carrying out impact assessment studies, issued by the Institute for the Protection of the Environment (MOSZNiL & IOS, 1989/90) do not have the force of law. According to these, terms of reference for preliminary assessment studies are set down by the investor; detailed assessment terms are set out by the government body appropriate to the location and type of the proposal, who should involve all interested parties including public opinion. In each case, a suitably qualified specialist carries out the study. [12]

Recommendations

Obviously, SSTA has a particular role to play in the further elaboration of OOS, in terms of guidelines for / approaches to OOS of tourism-specific investments, and the incorporation of tourism expertise in the process of preparing, monitoring and evaluating OOS studies. This also implies that training in OOS is required.

The IUCN programme for Poland includes the establishment of a Polish School for OOS. MOSZNiL organises numerous training courses. So far, in the training programmes, representatives from the tourism industry (GO and NGO) are not involved, and no particular training modules on tourism have been developed [13].

In particular, tools and techniques are required to analyze and monitor the effect of tourism development projects on heritage sites and ancient monuments as an integral part of environmental (including cultural) impact assessment.

2.1.2.2 Tourist Zoning and Protected Areas

Observations

Application of zoning regulations is an important technique to ensure compliance with land use plans. Zoning regulations are legal regulations that demarcate specific areas for different types of land use. Zoning regulations also include specific development standards, such as relating to building and construction or to the environment. Such zoning includes macro (national), meso (provincial/regional) and local level. Tourist carrying capacity studies should form the basis of tourist zoning. Zoning takes into consideration environmental quality (health aspects: water, air, e.g. for Spa-resorts) and respects vulnerable natural and man-made environments in a particular area.

Zoning is a normal physical planning routine in Poland. Regarding environmental protection, it has recently developed as one of the main instruments for the protection of nature and landscapes. On the macro-level, it concerns a Planned System for Large-Scale Protected Areas in Poland [14,15]. This System of Green Corridors, covering about 24% of Poland (planned up to 30%) comprises national parks, nature reserves, landscape parks and areas of protected landscape. In this system, tourism is very restricted in national parks and nature reserves (visitor zoning). Landscape parks and areas of protected landscape are favoured for their recreational values and high potential for development of tourism. The system is, however, established from the standpoint of ecosystem protection, according to laws passed in 1991. Tourism in protected areas is currently strictly regulated and is a potential barrier to eco-tourism development (Annex VII)

Recommendations

As a counterbalance to the purely environmental approach, it is therefore recommended that from the standpoint of tourism development, a Planned System of Tourist Areas, balancing tourist and environmental values, be developed. It should reflect the spatial component of the national tourism product development plan, taking into account environmental considerations. Such a System of Scenic Corridors & Hot Spots includes attractions such as mountains, forests, lakes and streams, small towns and farms, wildlife: rural Poland, and may contain outstanding scenic vistas, unusual geological formations, dramatic urban scenes, scientific features or other elements while accommodating a variety of activities in accordance with the tourist carrying capacity. At the same time, it is designated to prevent overuse of natural areas and depletion by shifting tourists in a "natural manner", providing them alternatives for protected areas. Essential is the tourist's informed choice (promotion). Promoting Scenic Corridors & Hot Spots creates community and regional benefits. On the other hand, investments have to be made in preservation and improvement of the resource base, such as enhancing the attractiveness of plantation forests and restoration of old characteristic local style buildings.

The above suggestion fulfils the required balancing between tourism development and environmental protection. In the SSTA Guidelines for Tourism Development [5], as suggested directions for further tourism development, the following specific task relating to MOSZNiL are formulated:

- Needs of the Tourism Industry to be respected in the Strategy for Environmental Protection,
- Tourism Development Programmes to be respected while Nature Protected Areas Planning,
- Actions for natural environment condition improvement within the area of great tourism value to be supported while allocating the National Fund for Environmental Protection and Water Economy, and Ecofund.

2.2 STIMULATING MECHANISMS

Sustainable tourism cannot work solely on the basis of being imposed by authorities; it also requires acceptance of the validity of the concept's validity and cooperation in its implementation from the tourism private sector, as well as the participation of the local communities and the tourists themselves. Without doubt, cooperation of the tourism private sector can be expected. Environmental awareness of the local communities and tourists is increasingly visible. Concerned consumers and government regulators are making environmental responsibility a requisite for doing business. Tourism industry professionals in generating markets recognize consumers' growing concern about the environment and realize that they must act with environmental responsibility both to attract tourists and to remain profitable. Government, with SSTA as the leading agency, should utilize this as a stimulus in the required interaction between government and the tourist industry.

In the following, mechanisms are discussed which are most appropriate in the initial stage of STD in Poland. It concerns mainly market-based instruments. These are designed to sensitize both producers and consumers towards responsible use of resources, avoidance of pollution and waste by internalising of external environmental costs (through the application of economic and fiscal incentives and disincentives, civil liability, etc.) and geared towards "getting the prices right" so that environmentally-friendly goods and services are not a market disadvantage vis-à-vis polluting or wasteful competitors. Economic incentives (tax reliefs, soft loans, etc.) are not included in this report. They are also to be considered, but require first extensive discussions with other ministries (through the Interministerial Body for Sustainable Development.). Annex VIII gives an overview of mechanisms.

2.2.1 Environmental Education

2.2.1.1 Raising Awareness

Observations

Basic stimulating mechanism is, of course, educating all actors involved in STD. To make well-informed environmentally sensitive choices, information should be made available and accessible. There are many techniques for transferring information, such as audio-visual (radio, television, video), written (newspapers, magazines, booklets and pamphlets, manuals), instruction, meetings and seminars. As normal communication practice, it is best to use several methods for maximum effect because people differ in their learning capability, needs and expectations; besides, each target group has specific requirements. During the mission, it was not possible to evaluate communication mechanisms relating to the tourism sector.

Recommendations

Much attention should be paid to educating tourists, tourism industry and host community about environmental quality and conservation as integral part of tourism (awareness) programmes. This educational process is a continuous one and should be carried out on a programmed basis using those approaches and techniques which can best reach the different target groups.

In newly developing tourism, besides environmental awareness, the awareness and understanding of tourism by public officials also need to be improved. If local authorities do not understand tourism, it will be more difficult to obtain government support and coordination for this sector. Sustainable (tourism) development could be included in training programmes such as Local Government Training by the International Union of Local Authorities (forming part of the CEC-PHARE programme).

SSTA should emphasize the need for and advantages of STD and stimulate appreciation of consequences such as regulations. "Environment" should be included/strengthened in the curriculum of professional training in the tourism sector. (See also next paragraph). Local/regional authorities should make a practical elaboration of the above at local level.

* Addressing the private sector

The private sector has to be convinced that incorporating new environmental positioning into the corporate structure is becoming increasingly critical as consumers are increasingly environmentally sensitive, especially as other European markets are competitive with the Polish market. In this respect, tourism business organizations such as the Chambers of Tourism, play an important role. Marketing possibilities may be enhanced as demand for "green" products is increasing. Besides, acting with environmental responsibility (ranging from reducing/reusing/recycling to energy saving) is both to attract tourist and to remain profitable (more efficient operations).

* Addressing resident population

Resident community see the revenues of active environmental policy which will stimulate caring for the environment. Regular local approaches are effective (radio, television, newspapers, magazines, etc.)

* Addressing tourists

Also information should be available about the places tourists are visiting: the attractions, facilities and services. In tourism areas where tourists have different backgrounds than residents, this should include information on local customs, acceptable social behaviour, how to conduct in religious places and any other matters relevant to showing respect for local social values and customs. Communication techniques include brochures, guided tours, visitor information centres, education centres, displays and exhibits, informal contact.

2.2.1.2 Training Professionals in the Tourism Industry

Observations

Appropriate and thorough education and training of persons working in tourism are essential for the successful development and management of sustainable tourism. Education and training of tourism personnel requires various approaches. Training could be provided through tourism training schools, on-the-job training and short courses.

The CEC-PHARE Working Paper I on Education and Training [16] shows that the recent plans and proposals developed by SSTA and by individual colleges are still very weak in environmental training. Also, the proposals made in the above paper, serving to strengthen the SSTA system (i.e. basic vocational schools, technical schools, post secondary courses and higher academic studies) include no structural environment component.

Recommendations

It is proposed to review the current proposals for strengthening the Vocational Education and Training for Tourism (VET) programme and include a environment component in the areas for proposed action identified in the above document: "Training the Trainers", "Training the Professionals", "Strengthening the Resources" and: "Developing the Environment".

2.2.2 Image Building of a Green Poland

Observations

Poland is promoting its tourism potential as "Green Poland". However, as stated in paragraph 0.2, the current international image is far from being "green". Initiatives as the eco-region "Green Lungs" can help improve this image. Other instruments are Green Labelling and Special Awards for environmentally sensitive initiatives.

Recommendations

Image building of a Green Poland and related mechanisms (discussed hereafter) as a market-based instrument is expected to be a stimulus for the introduction of STD.

2.2.2.1 Eco-regions

Further concerted action of the tourist industry in the Green Lungs Eco-region is strongly recommended as it could serve as a demonstration project. When successful, the model could be applied to other regions as well. At the same time, it should be avoided that too much attention is paid to this particular region. This could easily result in the impression that only the north-east of Poland is "clean". Is in the Green Lungs the emphasis on existing environmental quality, in other regions the improvement of environmental quality could be promoted. The before-mentioned Environmental Indicators could serve this promotion.

2.2.2.2 Green labelling

It was observed that Polish tourist industry has already started claiming "green" to capitalize on the green euphoria by touting products as safe for the environment or environmentally friendly (e.g. "ecotourism"). This can result in an adverse effect, namely that the phrase "green marketing" will become "dirty", a synonym for the crass commercialization of consumers' growing environmental concerns. [In the tourism industry, loosing credibility is fatal.] Therefore, it is essential that using "green" labels in the tourist industry, both private and government, is strictly regulated. Certification could be managed by government (SSTA) a leading environmental NGO / umbrella organisations of environmental NGOs, or a foundation established for this purpose by government and/or environmental NGOs. This certification should comprise the whole range of tourist infrastructure, facilities and products.

By instituting "Excellence Awards", due recognition should be given to initiatives which have made significant contribution to achieving harmony between the tourist, the environment and the host community.

2.2.2.3 Addressing local communities: Becoming a "Green" Community

Local authorities, in concert with the tourism industry, regional tourist boards and other local agencies and with involvement of local population, should take the lead in formulating and promoting collaborative policies for harmonious tourism development at a local level. The achievements, in terms of meeting (inter)national standards will serve promotion. Progress can be measured by Environmental Indicators. An example is the so-called European Blue Flag Programme: a certificate (issued and managed by a foundation) indicating that swimming water is meeting the highest standards. Demonstration projects can play an important role.

2.2.2.4 Addressing the tourism industry: Becoming a "Green" Company

Tourism business organisations should develop Codes of Environmental Stewardship, to be adopted/reaffirmed by the individual companies, including the "3Rs" of environmental consciousness: reduce, reuse and recycle. There are already many initiatives in this respect by many (international) organisations, such as hotel companies, tour organisers, etc., which could also be applied in Poland. This information could easily be made available through organisations such as before mentioned WTO, TIAA (USA) and ADAC (Germany).

Individual companies should perform environmental auditing, addressing use of resources and impact on the environment, including the stimulation of local materials, food, etc. Environmental audits should not only audit environmental compliance but also anticipate environmental issues certain operations that may arise in the future. Models for and training in environmental auditing should be made available to entrepreneurs.

2.3 RECOMMENDATIONS

In the following table, a summary is given of the suggestions for action made in the above paragraphs.

RECOMMENDED ACTION	MECHANISMS TO ARRIVE AT STD
SSTA should:	
Concerning Command & Control Mechanisms	
<ul style="list-style-type: none"> • Evaluate laws, regulations and control mechanisms and promote concerted use • Develop standards and guidelines for STD • Promote the mandatory inclusion of systematic tourism carrying capacity (TCC) studies and related zoning in tourism development programmes • Develop a System of Scenic Corridors & Hot Spots as a counterbalance to the (MOSZNiL) System of Green Corridors 	
Concerning Stimulating Mechanisms	
<ul style="list-style-type: none"> • Stimulate a continuous educational process on tourism&environment, this on a programmed basis, addressing tourism industry, tourists and host community, with emphasis on training professionals in the tourist industry (government and non-government) • Promote image building of a Green Poland, inter alia, by: <ul style="list-style-type: none"> * Green labelling: certification and excellence awards * Demonstration projects such as in the eco-region Green Lungs of Poland 	

3 INSTITUTIONAL ARRANGEMENTS

3.1 OBSERVATIONS

In the foregoing, recommendations have been made requiring institutional arrangements. Basic to all this is that SSTA is an equal partner to other ministries and government organisations and to non-government organisations involved in discussions on environment and sustainable development. Currently, there is only very limited environmental expertise available in SSTA. Besides, this expertise is not mobilized.

3.2 RECOMMENDATIONS

In SSTA an Environmental Cell should be established, at least consisting of a Coordinator. This Coordinator should, inter alia,

liaise:

with other ministries and international organisations

promote and coordinate:

- a STD policy and strategy
- the creation of a platform on STD
- networking GOs and NGOs
- pilot plans and programmes
- research
- training
- green labelling

assist:

lower levels of government to develop tourism strategies in conjunction with conservation policies

ensure technical requirements, including:

- formatting of programmes, projects, studies to ensure the inclusion of environmental concerns
- assessing quality of environmental concerns in plans, proposals, etc.

RECOMMENDED ACTION	INSTITUTIONAL ARRANGEMENTS TO ARRIVE AT STD
SSTA should:	
<ul style="list-style-type: none"> • Establish a Environmental Cell within SSTA as a central address for environmental issues regarding tourism development 	

REFERENCES

- [1] Sustainable Tourism Development: guide for local planners
WTO, Madrid, 1993
- [2] Poland, The Environmental Policy in the Year 1993
MOSZNiL, Warsaw, 1993
- [3] National Environmental Policy of Poland
MOSZNiL, Warsaw, 1991
- [4] Development of the Polish Tourism Industry, Guidelines
SSTA, Warsaw, 1992
- [5] Guidelines for Tourism Development
SSTA, Warsaw, 1994
- [6] Great Mazurian Lakes Region Masterplan, Phase 2
Phare Programme / Cowiconsult, 1992
- [7] Towards Sustainability, A European Community Programme of Policy and Action in relation to the Environment and Sustainable Development, Volume II, Brussels, 1992
- [8] Polish-British Seminar "Sustainable Tourism in Poland; Case Study Green Lungs of Poland"
Institute for Sustainable Development, Broads Authority - Norwich (UK), Voivodeship Office in Olsztyn, Stare Jabloniki (Poland), 6-9 September 1993
- [9] Basic Data Collection and Techniques: Report on Environmental Indicators
WTO Environment Committee. Madrid, April 1993
- [10] Tourism Carrying Capacity (author: Tom M. Wolters / Ecoplan)
Technical Document, UNEP/ Industry Office, Paris, 1991
- [11] Tourism and the Environment, Basic Document (author: Tom M. Wolters / Ecoplan)
Technical Document, WTO Environment Committee, The Hague, 1990
- [12] The Polish System of OOS and the requirements of the EEC
Bulletin No 2, The Commission for Environmental Impact Assessment, Gdansk, 1993
- [13] Environmental Impact Assessment Training in Poland
Bulletin No 3, The Commission for Environmental Impact Assessment, Gdansk, 1993
- [14] Environment in Poland, Issues and Solutions
Maciej Nowicki, President of Ecofund, MOSZNiL, Warsaw 1992 / Kluwer Academic Publishers, 1993
- [15] Polska Mapa Ochrony Przyrody / Conservation of Nature Map, Instytut Ochrony Srodowiska, Warsaw, 1993
- [16] The Challenge of Ecotourism - application and prospects for implementation in the countries of central and eastern Europe and Russia / Poland
Zbigniew Karpowicz Coordinator East European Programme of IUCN, Cambridge (UK), 1994
- [17] Education and Training - Working Paper I, professional education and training for tourism in Poland
David Airey, CEC-PHARE Tourism Programme, Warsaw, 1993

Further, numerous PHARE and other relevant documents have been reviewed.

ANNEXES

ANNEX I TERMS OF REFERENCE

CEC-PHARE PROGRAMME FOR TOURISM DEVELOPMENT IN POLAND INSTITUTIONAL STRENGTHENING - SIX MONTH WORK PROGRAMME 1 JANUARY - 30 JUNE 1994

Terms of Reference

1. Background and Objectives of the Programme

The CEC - PHARE Programme for Tourism Development in Poland started on 1 January 1993 and is now in its second and last year. The main elements of the Programme consist of:

- Institutional strengthening of tourism institutions, including legal/financial framework and policy formulation;
- Tourism product development, including preparation, launching and management of projects to be carried out by specialised experts/firms;
- Tourism marketing, again including preparation, launching and management of projects to be carried out by specialised experts/firms;
- Tourism training and manpower development, including identification of needs, preparation, launching and management of operations to be carried out by specialised trainers/firms; and
- Overall management and monitoring of the programme implementation, including coordination with all institutions and other donors and the monitoring of the funds.

The CEC-PHARE Programme for the Development of Tourism in Poland is a programme of the Polish Government operated with financial and technical support from the Commission of the European Communities. The objective of the Programme is to assist the tourism sector in Poland in adapting to new market conditions. In conformity with the Financing Memorandum concluded between the CEC and the Government of Poland in doing so due attention should be paid to environmental aspects.

2. Scope of the planned activities within the project.

It is now planned that specific action is taken on the relation between tourism and the environment, the inclusion of environmental concerns in the process of tourism development so as to make this sustainable, measures to mitigate and/or prevent environmental degradation connected with tourism use, and measures to redress detrimental effects resulting from earlier inadequate approaches to tourism development.

To assist and advise on this an identification mission by a short-term expert is planned. A twelve day mission is proposed for Mr Tom Wolters (the Netherlands). His task will be to evaluate the present mechanisms (institutional and legal) and propose ways for improvements in terms of appropriate procedures, guidelines and instruments, such as Environmental Indicators, Environmental Impact Assessment (EIA), Carrying Capacity, Zoning, etc.).

3. Project Location: Warsaw, with occasional travel within Poland.

4. Counterpart institution: SSTA, Warsaw.

5. Project period: July-August 1994; Precise dates to be agreed.

6. Submission of reports: The short-term expert should submit a succinct report of findings and recommendations.

The findings and recommendations should be discussed with the officials of the Tourism Development Department of the SSTA.

The report shall be written in English, and the final version should be submitted before leaving Poland or else sent by fax and mail to the Contracting Party within three days after completion of the assignment in Poland (c/o - Institute of Tourism, ul. Merliniego 9a, 02-511 Warsaw, Fax no (48.22) 48 85 61).

7. The Contracting Party and its responsibilities.

The contracting party will be THIR consultants, Barcelona. The contracting party will provide transport within Poland for the short term expert and interpretation as needed.

ANNEX II MISSION PROGRAMME

**TOM WOLTERS - SHORT TERM EXPERT ON
"TOURISM AND ENVIRONMENT"
WARSAW PROGRAMME 16 - 26 AUGUST 1994**

prepared by Magda Rzążewska-Malińska
PHARE Programme Assistant

DAY	TIME	WITH WHOM	WHERE
16.08		PHARE Programme Tourism Development in Poland - Experts Team	IOT Office ul.Merliniego 9a
17.08	9.30 a.m.	Institute of Environmental Protection Director Radziejowski	ul.Krucza 5/11 room 118 phone: 625 10 05 ext.25
	12.00 a.m.	SSTA, TOURIN Foundation Director Mr Fijałkowski	ul.Świętokrzyska 12 room 1132 phone: 273726
*	1.00 p.m.	SSTA, Tourism Development Department Director Mrs M. Napiórkowska	ul.Świętokrzyska 12 phone: 277173
	3.00 p.m.	Institute of Tourism Dr H. Legienis	ul.Merliniego 9a
18.08	9.00 a.m.	SSTA, General Director Mr R.Kępiński	ul.Świętokrzyska 12 phone: 276552
*	10.15 a.m.	Ministry of Environmental Protection, Natural Resources and Forestry; Eco-policy Department Director Więckowski	ul.Wawelska 52/54 room 261, 2nd floor phone: 250001 ext. 796
*	1 p.m.	Ministry of Health and Social Welfare Contact person: Ms Łopatek Director Jedliński	ul. Miodowa 15 phone: 31 34 41

19.08	9.00 a.m.	PHARE Programme on Environment Protection Dr Coulson, Mr Weisse	ul.Wawelska 52/54 room 144, 1st floor phone: 250001 ext. 628
*	10.30	National Parks Board Director Kapuściński	ul.Wawelska 52/54 room 339 , 3rd floor phone: 251493, 254337
*	1.00 p.m.	Voivodic Office, Physical Planning Department Director Kolipiński	Pl. Bankowy 3/5 Voivodic Office Building Hall B, 2nd floor room 247 phone:695 64 45/46
22.08	10.00	National Foundation for Environmental Protection Mr.Metler, Ms L.Staniewska	ul.Krzywickiego 9 room 6010, 6 floor
*	11.30	Institute for Sustainable Development Ms Kamieniecka, Ms L.Staniewska	ul.Krzywickiego 9 phone: 252558, room 7017, 7 floor
*	1.00	Institute for Space and Communal Economy Ms Fortini-Morawska Ms L.Staniewska	ul. Krzywickiego 9 phone: 254041 ext.317 room 5028, 5 floor
	3.00	IUCN Mr Tederko Ms L.Staniewska	ul. Narbutta 40/21 phone:493491
23.08	9.00	PHARE Programme on Environmental Protection - Mr Bruinsma	ul.Wawelska 52/54 room 144, 1st floor phone: 250001 ext. 628
	11.30	Institute of Tourism, Bydgoszcz Division Dr Romana Przybyszewska-Gudelis	IOT Office ul.Merliniego 9a
24.08		PHARE Programme Tourism Development in Poland Experts Team	IOT Office ul.Merliniego 9a

25.08 *	9.30	SSTA, Tourism Development Department Director Napiórkowska J.Kuryłek P.Gleeson L.Theuns L.Staniewska Presentation: Preliminary Findings and Conclusions + Discussion	ul. Świętokrzyska 12
	2.00 p.m.	PHARE Programme Tourism Development in Poland David Airey - Training Experts	Institute of Tourism ul. Merliniego 9a
26.08	8.30	CEC Delegation, Warsaw Ms Yvonne Kent	Institute of Tourism CEC phone: 625 07 70
	11.45	Departure, Warsaw Airport	

*) Interpreter needed

ANNEX III TOWARDS SUSTAINABILITY [7]

4.5 The Tourism Sector

Tourism is an important element in the social and economic life of the Community. It reflects the legitimate aspirations of the individual to enjoy new places and absorb different cultures as well as to benefit from activities or relaxation away from the normal home or work setting. It is also an important economic asset to many regions and cities of the Community and has a special contribution to make to the economic and social cohesion of the peripheral regions. Tourism represents a good example of the fundamental link which exists between economic development and environment, with all the attendant benefits, tensions and potential conflicts. If well planned and managed, tourism, regional development and environment protection can go hand in hand. Respect for nature and the environment, particularly in coastal zones and mountain areas, can make tourism both profitable and long-lasting.

Within the EC, tourism represents 5.5% of GDP, around 5% of export earnings and 6% of total jobs, including more than 7 million full-time jobs. The development of the tourist sector is rather diverse in the Community. Over the last decade tourist activity has gone up by an average of 14% of total nights spent. The increase is much more than average in the southern part of the EC. In the Alpine regions tourism has risen sharply to about 50 million people every year. As income levels and leisure time increase over the next decade, substantial growth is anticipated. This will have its effect over the whole of Europe with an emphasis on coastal and mountain zones, with the Mediterranean region taking a large share. Income increases are expected to trigger more second holidays, which may be short but are expected to take place in environmentally high quality surroundings.

The Mediterranean basin accounts for 35% of the international tourist trade and is the world's leading tourist area. According to the UNEP Blue Plan⁽¹⁾, the number of tourists in the Mediterranean region could grow to as many as 380-760 million per year in 2025, depending on the economic growth rates. This development would be in addition to predicted demographic changes in the area. 160 million of these tourists in the year 2000 and 260 million in the year 2025 would visit Mediterranean coastal areas, as compared to 55 million in 1984 and around 100 million in 1990. Estimates of the World Tourism Organisation confirm the projections of the Blue Plan. Both indicate that up to 90% of any increase could accrue to Community Member States in the region. Such increases would require double the occupation of space by the year 2000 alone; the solid waste and waste water generated could more than triple by the year 2025.

These developments will have major implications for the environment, imposing tremendous pressures on habitats, transport facilities, coastal and mountain land, energy and water resources, and waste water treatment facilities, particularly at periods of peak demand. The coastal zones especially will face severe problems.

Overall environmental targets and longer term objectives directly related to tourism (other than otherwise required noise, water and air quality standards) are difficult to define since tourism can have both positive and negative effects on the environment and is very dependent on the individual consumer choice. The impact of tourism depends very much on the type of tourism, the behaviour of tourists and the quality of the tourist services. Most of the pressures on the environment stem from the mass tourism in coastal and mountain areas, which is likely to increase considerably over the next decades. It will be necessary therefore to develop national and regional integrated management plans for coastal and mountain areas.

Elements in these strategies which directly relate to the interaction of tourism and environment would be controls on land use, the setting of strict rules on new constructions, and fight against illegal housing, management of private traffic flows to and in the tourist areas, diversification of tourism, strict implementation and enforcement of environmental standards on noise, drinking water, bathing water, waste water and air emissions (including emissions in the hinterland of the tourist areas), creation of buffer zones around sensitive areas such as wetlands and dunes, better dispersion of summer holidays, awareness building and education of local people and tourists, and education and professional training of people involved in the management of the areas involved.

The realisation of such strategies will rely principally on measures to be taken by regional and local authorities, and the tourism industry. A Community Action Plan to Assist Tourism published by the Commission⁽²⁾ includes a number of specific measures designed to link environmental protection and tourist development e.g.

- inventories of tourism resources in the Member States;
- improved staggering of holidays/seasonal spread of tourism;
- practical guides for the tourist industry and pilot projects in environmental tourism;
- development of a code of conduct for tourists;

⁽¹⁾ UNEP'S Mediterranean Action Plan

⁽²⁾ COM (91) 97 final of 24 April 1991

- exchanges of information and experience in visitor management;
- environmental awards and prizes.

It is essential to place future growth of tourism within the framework of sustainability. If well planned and controlled, tourism, regional development and environment protection can go hand in hand. Recent examples such as the algal plague in the Adriatic Sea, which cost an estimated 1,5 billion ECUs in lost revenue from tourism and fishing in 1990, indicate clearly that the environment constitutes a very important

economic resource, requiring to be well maintained and protected. Sustainable tourism, based on respect for nature and the environment can make a positive contribution to the prosperity not only of the tourist industry as such, but also of the surrounding regions and towards the economic and social cohesion of peripheral areas.

Table 5 gives an overview of the elements of a strategy on tourism, indicating which instruments need to be developed within what time-frame and by which combination of actors and target groups.

Table 5: TOURISM				
OBJECTIVES	MEASURES UP TO 2000	INSTRUMENTS	TIME-FRAME	ACTORS
Type of tourism	<ul style="list-style-type: none"> • Better management of mass tourism • National and regional integrated management plans for coastal and mountain areas 	<ul style="list-style-type: none"> - improved control on land use - strict rules for new constructions - management of traffic flows to in and from tourist areas - visitor management; exchange of expertise - pilot models of sustainable tourism - strict implementation and enforcement of environmental standards on noise, drinking water, bathing water, waste water treatment and air emissions - creation of buffer zones around sensitive areas 	1993 onwards id id 1992-1993 id ongoing 1993 onwards	LA LA MS + LA id id MS + LA + EC MS + LA
Behaviour of tourists	<ul style="list-style-type: none"> • building environmental awareness • liberalisation of air and coach transport - TGV - network • increase of marginal costs of use of private car and promotion of alternative transport modes • better dispersion of holidays • diversification of tourism (including rural and cultural tourism) 	<ul style="list-style-type: none"> - development and promotion of code of conduct - multi-media campaigns + conferences - EC transport policy + national transport policies - economic incentives such as CO₂/energy tax and road pricing and encouraged use of public transport - co-operation and exchange of information - national plan + regional plans - EC-Regional Development Fund - EC tourism action plan - EC tourism Advisory Committee 	1993 - 1995 id 1993 onwards 1993 1993 onwards before 1998 before 1995 id id id	MS + LA + Tourist Ind. + EC EC + MS EC + MS MS + EC MS + EC + Tourist Ind. LA + MS + EC LA + MS + EC LA + MS + EC LA + MS + EC
Quality of tourist services	<ul style="list-style-type: none"> • promotion new forms of tourism which care for the environment • careful selection of accommodation • building of environmental awareness of people involved in management of tourist areas • building environmental awareness of local people and tourist services 	<ul style="list-style-type: none"> - brochures - professional training - pilot projects - professional training and education exchange of best practice 	1993 onwards id id id	Ind. + LA id id MS + LA + EC + Ind

ANNEX IV IDENTIFYING STRATEGIC PROBLEMS [8]

Institute for Sustainable Development
Broads Authority

* Problems of Developing Sustainable Tourism in Poland.
Case study Green Lung of Poland
Fodor-British Seminar
Stare Jablonki, 6-9 September, 1993.

IDENTIFYING STRATEGIC PROBLEMS IN SHAPING TOURISM IN ACCORDANCE WITH THE PRINCIPLES OF SUSTAINABLE DEVELOPMENT

1. What should the role of the State be in the promotion and development of sustainable tourism? To what degree should the State intervene during the period of transformation of the Polish economy, and what legal and economic instruments should the State have at its disposal to engender desirable ways for tourism to utilize the natural and cultural environments?
2. What inter-ministerial mechanisms should be used to implement the State's ecological policies with regard to tourism? What ministries should take part in the development of sustainable tourism and how should they do this?
3. How should educational programs and organizations be molded in order to guaranty effective pro-ecological general and professional training, including the preparing of a tourist staff?
4. How should the social consciousness be shaped to stress the need for an ecological directions within the tourist economy and to create a need for taking part in sustainable tourism? What actions should be taken in order to overcome potential mental blocks in this regard? How should Poland be promoted as a country with a potential for the development of sustainable tourism?
5. What should be the role of the community in the development of sustainable tourism? Should its role be limited to the creation of conditions for the development of this form of tourism (building of technical infrastructure, maintenance of the environment, listing of the recreational advantages of the community, putting together a data base on the community, etc.), or should it also encompass direct tourist services (e.g. the managing of community hotels, restaurants, etc.)?
6. What instruments, particularly legal and economic, should be used to interest local governments in the introduction of sustainable development, including sustainable tourism as a driving force initiating development?
7. What scope of knowledge concerning the objectives and principles of drawing up local sustainable development objectives, including the creation of sustainable tourism development scenarios, should be provided to the communities? How should knowledge and possibly experience in this field be provided to local authorities? Is it necessary to organize training for the communities in this field?
8. How can the community be guaranteed a correct appraisal and evaluation of local conditions for the development of sustainable tourism? How can the identification of local development barriers to this form of tourism be ensured?
9. What are the overall potentials and development barriers in agro-tourism, and what form do their spatial variations take? What is the role of social and cultural conditioning in the development of agro-tourism? To what extent can the creation of supply in agro-tourism bring about demand in line with the needs for the acceleration of the development of rural areas?
10. What are the practical possibilities in the implementation of forms and diversity in agro-tourism? What legal regulations restrict, or even make impossible, the implementation of certain models?
11. What should the institutionalized network for the promotion and servicing of sustainable tourism be like? Should a network for servicing agro-tourism be distinguished within its framework?
12. What control mechanisms should be used with regard to spontaneous processes in tourism in order to guaranty that those processes will not be contrary with the principles of sustainable development?
13. What is the main barrier blocking agreement and complete integration between the interests of tourism and those of environmental as well as extra-environmental (recreation and education) functions of nature conservation? How should mechanisms guarantying pro-ecological feedback between the development of tourism and environmental protection-especially in protected areas-be created?

ANNEX V ENVIRONMENTAL INDICATORS OF TOURISM [9]

Table 1: Short-list of Candidate Indicators for National Use

Column 1: Indicator	Column 2: Policy Relevance	Column 3: Logistics	Column 4: Comments
A. Area protected (% of national territory) -subclassification re level of protection -subclassification re permitted uses	Comparative performance indicator. Links to Agenda 21/IUCN biodiversity goals Measure of priority to "treasures"	IUCN index available. Data already reported by most governments to UN agencies. Work needed on classification and standardization.	Concern: may need to be related to other indicators re need for protection, level of enforcement to yield good policy information
B. Endangered spaces (area under stress) -proxy indicator = endangered species	Endangered species are key to ultimate impact on biodiversity, variety.	Available through most governments (CITES, WWF, IUCN) Variable levels of knowledge/classification	Measures effects of stress on a key tourism resource. Does not necessarily give adequate value to areas not recognized as protected, but ecologically or aesthetically important.
C. Cultural protection - % of nation's cultural themes protected -number (%) of protected cultural sites	Measure of existence of recognition of cultural values, and action to protect them.	Classification of cultural themes is new. Data may be initially hard to obtain. Classes such as cultural tourism, rural tourism used differently by each nation.	May need to be adapted to suit smaller or culturally homogeneous nations as opposed to larger ones containing several discrete cultural communities.
D. Travel Intensity (number of domestic and international trips per capita)	Measure of level of travel - hence potential impact, or potential response to environmental/cultural changes	International is easily obtainable at borders for most nations. Domestic is more difficult but collected by many larger nations - where it may be more meaningful.	Readily available in short term on comparative basis for most nations. Needs attention to standard definition of tourist, trip. (use WTO standard)
E. Use Intensity (several complementary measures): 1.number of localities classed as hot spots due to use levels, stress or degradation 2.% UNESCO sites classed as stressed 3.concentration (% focused on specific natural features or types of features) 4. % of all tourists visiting top 5 sites/defined hot spots	Key high priority measure of current and potential stress/problems	Will depend on some standard form of identification of hot spots - beginning with UNESCO sites, and augmented. Much information will be sourced from attractions themselves - therefore this links well to hot spot indicators	Links to application at local scale of stress measurement for identified priority areas and hot spots.
F. Key resource consumption: a. water b. energy (Express consumption per tourist, per bed, or per night) c. fuel (for air or automobile transit)	Indicator can be compared to use of resources by locals as well as to other nations or change over time.	Most nations will collect this for national level, but many will not break out tourist sector, particularly for domestic tourism. Problem to isolate and relate fuel use to get to destination to specific sites/nations.	As air travel is a significant component of overall energy use by the sector, attention need be given to an overall (international?) use index per tourist. (or per airline?)

G. Ratio of tourists to residents: a. annually (tourists/resident) b. peak period (tourists/resident)	Use with E, I to clarify pattern and destination of stress on system.	Statistics normally collected by most nations. Indicator may not be very meaningful for larger nations - therefore use the comparable destination/hot spot statistic.	May be key indicator of social stress - and leading indicator of potential social or environmental problems.
H. Health/Social Impact: a. % tourists charged with/affected by reportable crime b. % tourists affected by reported communicable diseases. c. general health indicator from WHO	Key indicator of social distress. Different components (diseases or crimes) may be better indicators of specific stresses. (AIDS, gastrointestinal disease, robbery)	Data may be unreliable and not currently collected in compatible form - but through WHO and regional counterparts (e.g. PAHO), and through Interpol/UNESCO/UNDP some currently exists	Does this measure different social/hygiene standards, or real stresses?
I. Foreign or non-resident Ownership: percentage of tourist facilities owned by foreigners or non-residents.	Relates to control of investment and to overall impact by outsiders	Likely available from national investment agencies where collected.	This may show levels of impact of foreign development dollars, or reflect host government's policy re such investment.
J. Political stability index: (UNDP)	Key social indicator of risk to product, and of risk to tourists. Major direct impact on market. Can be used with H to give rough indicator of risk to travellers.	Directly available from UNDP sources -	While this may be a good risk indicator, many countries with "good" ratings may be affected by perception of conflict elsewhere (e.g. overall tourism decline due to Mideast conflict). Politically controversial indicator.
K. Environmental Standards: a. % of homes, and/or hotels with potable water. b. % of urban communities/coastal communities serviced with sewage treatment (% of sewage discharged raw into watercourses/seas) c. % recognized beaches meeting blue flag or equivalent standard.	Direct measure of environmental impact and of effects of cleanup/waste reduction	Available at national level from a majority of governments - as input to UNEP. Beach data available for Europe and for many other nations. Need to standardize means of measure and reporting. Otherwise establish minimum baseline for coliform count etc, met x days per year (or number of days in season beach should be closed)	Uses existing data in most cases. Ties in directly to local measures.
M. Infrastructure capacity utilization: a. sewage and water b. transportation (roads, airports, ports) c. energy supply	Measures stress on infrastructural system.	Data likely available for airports, port facilities, unlikely available for roads transport except for hot spots.	Indicator most suitable for smaller nations or regions with a limited number of entry points. May be difficult to relate to the part of infrastructure which relates directly to tourism.

<p>N. Tourism Employment:</p> <ul style="list-style-type: none"> a. ratio of tourism job creation to jobs in other industries b. ratio of management to menial jobs c. percentage locals employed in tourism industry at each level. 	<p>Indicator shows economic effects of tourism in terms of job creation. Also shows potential social effects re involvement of nationals in key job sectors.</p>	<p>Data likely available at national level through national inputs to ILO, UNDP. May need to specifically seek tourism sector data.</p>	
<p>O. Environmental Planning</p> <ul style="list-style-type: none"> a. existence of comprehensive environmental strategy at national level -component elements: sustainable tourism strategy, protected areas strategy. b. adoption of national-level codes of practice for tourism operators and tourists. 	<p>Indicator of level of government attention given to protection of key tourism/ environmental values</p>	<p>Readily available - may have to be refined over time to cover specific contents and measures of effectiveness of implementation</p>	
<p>P. Environmental Review process:</p> <ul style="list-style-type: none"> a. existence of legislated EIA process for all projects. b. level of resourcing/application of process re major tourism projects c. measure of effectiveness of review procedure/enforcement 	<p>Key indicator of level of concern for future environmental/social impacts.</p>	<p>Existence of process is easy to establish. Development of accepted measures of effectiveness will be a medium-term process, limited to standards for EIA application to tourism/other projects and to evidence of follow-through.</p>	<p>After the fact evaluations of effectiveness of EIA procedures are rare - existence of process does not necessarily mean real impact or enforcement.</p>
<p>Q. Foreign Exchange Leakage: percentage of foreign exchange from international tourism which leaves the country. (as opposed to that which remains in the form of local purchases, wages, profits etc.)</p>	<p>Measure of net benefit of inbound international tourism to host nation.</p>	<p>Available from most (particularly more-developed) national governments as part of foreign exchange/trade statistics but problems exist with package tours and multi-destination or pass-through traffic.</p>	<p>Limits to environment/economic sustainability.</p>

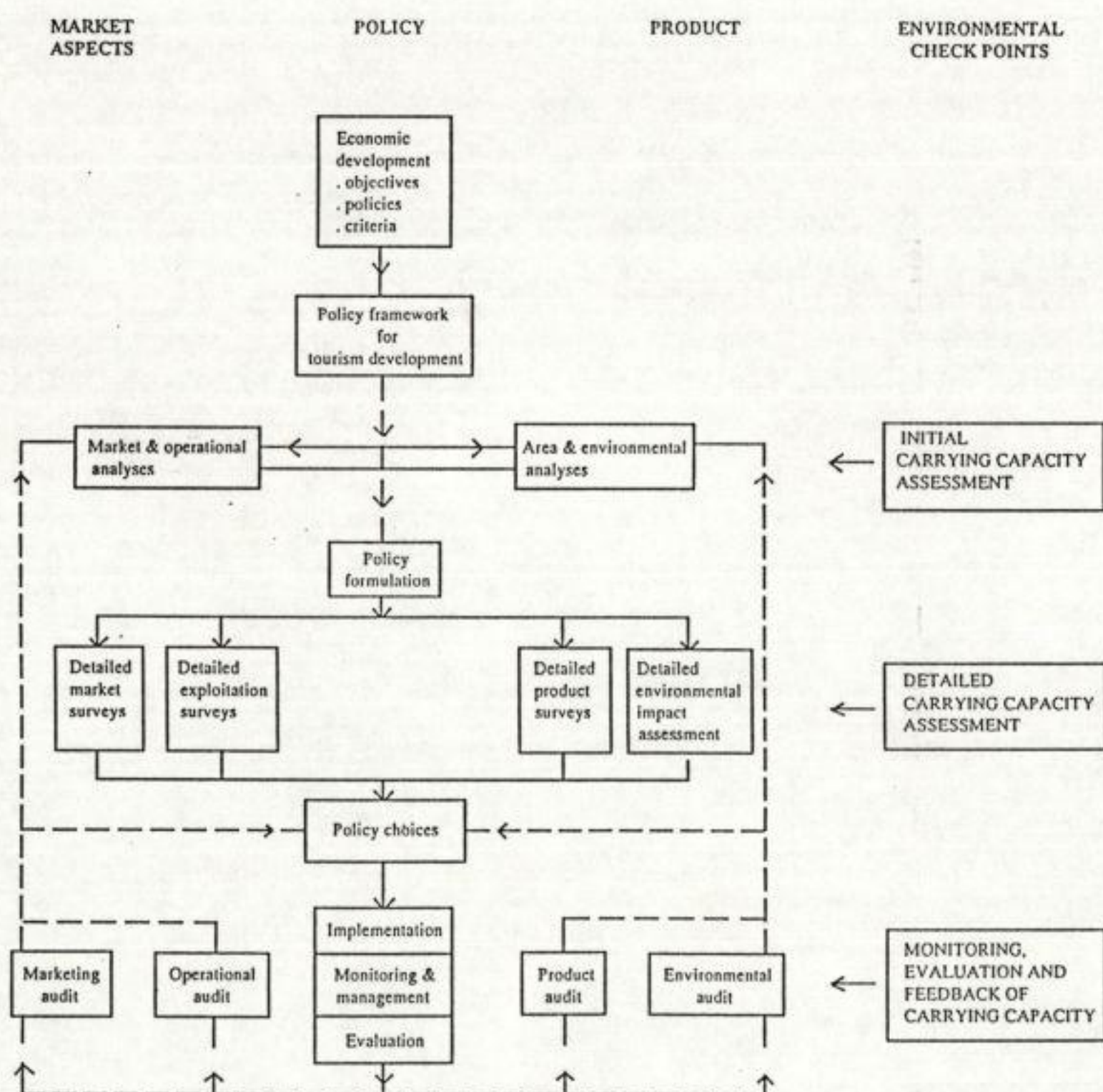
Table 2: Short List of Candidate Indicators for Hot Spots/Local Application

Column 1: Indicators	Column 2: Policy Relevance	Column 3: Logistics	Column 4: Comments
A. Destination attractivity index (described above) -individual indicators which make up this composite are included below	Key overview indicator	Development of standardized measurement process and agreed criteria is essential.	See section on composite/derived indices above
B. Site stress index (described above)	Key overview indicator	Site monitoring required-data unavailable unless part of site management process.	See section on composite/derived indices above
C. Site Protection: a. level of site protection (IUCN index) b. % of site for visitor use c. % of site hardened off (paved)	Shows base condition of site and level of designated protection.	Site-specific inventory required	Readily available for officially recognized and managed sites through e.g. UNESCO
D. Endangered species: is site considered endangered or under stress. Does site contain unique ecosystems or rare species?	Site categorization	Use ordinal scale - base on IUCN sites in danger list.	Readily available through WWF/IUCN for listed sites. Need for standardization of site measures and definitions.
E. Use intensity: number of visitors to site -total annual numbers -peak day/month numbers	Baseline measure of levels of use	Readily collected on site for all controlled sites. Unmanaged sites (open beaches, high use communities (Lourdes, Niagara, Oberammergau, Montego Bay) may require special data collection. Need for standardization of definition of visitor, means of collection.	Key definitive variable for hot spots
F. Consumption: a. energy consumption per visitor day b. water consumption per visitor day	Useful indicators for destination resorts, measuring stressors	Requires access to municipal water/energy records, which may not readily differentiate between users to allow tourist sector use to be isolated.	May need special survey or monitoring at hot spots - particularly those in energy or water poor areas
G. Ratio of tourists to residents -annual totals -peak day/month	Related to (E) above. Measure of potential cultural impact.	Same data source as E.	May require surveys
H. Development density: a. site - sq. metres per tourist (avg/peak) b. existence of development density controls or limits	a. Measure of intensity of impact. b. indicator of control or management	Will require development of standard definition of site. May also need to differentiate clearly between developed sites and undeveloped/limited access sites.	Will require on-site survey

I % of site facilities foreign owned	May indicate level of national control or level of foreign impact.		May be protected information - or in some countries subject to freedom of information/privacy limits.
J Environmental Quality: a. air quality - % days exceeding standard b. water quality - potable water on site c. % of waste from site serviced by sewage treatment d. days of beach closures/exceed limit e. report in last year of waterborne diseases (e.g. cholera, bilharzia)	Key indicators of existing stress levels on the key attributes of the environment important to tourism - cleanliness, health, aesthetics,	Available in many nations from existing municipal/local environmental records. May need agreement on common standards.	Basic element in environmental monitoring and could tie into WMO or UNEP/UNDP measures and initiatives.
K Capacity utilization of infrastructure: -sewage -water -transportation (air/road)	Indicator is most meaningful for developed sites, but can also show emerging stresses on key facilities for less developed sites.	Directly available from local authorities and site managers in most cases.	Will require on-site survey
L Existence of integrated site/area management strategy with tourism/environmental components	Indicator of level of attention being given to environmental concerns as part of tourism development process	Directly available from site managers/local authorities. Quality of policy instrument may vary and this indicator could set standards and categorize type/quality.	Key indicator of whether or not framework is in place to deal with other concerns
M Existence of comprehensive environmental review process for new development in/affecting site.	With L above - measure of level of attention being given to tourism impact on environment.	Directly available from site managers/local authorities. Quality of policy instrument may vary and this indicator could set standards and categorize type/quality.	Central element in overall environmental policy/planning - but on-site effects may vary.
N Expenditures: a. overall amount spent to maintain site b. amount spent to mitigate damage c. a and b. as % of estimated need to maintain site on sustainable basis.	Indicator of level of impact and of level of response by managers.	Directly available from site managers for managed sites. May be difficult to obtain for sites not under formal management or access control.	Will require site to be managed by some body.
O Critical Habitats: are any species of rare or endangered plants or animals known to occupy the site or adjacent areas.	Element of sensitivity index.		Ties into completion of world net on endangered species. Link to WWF/IUCN and UNEP activity.

ANNEX VI CARRYING CAPACITY AND SUSTAINABLE TOURISM DEVELOPMENT [11]

Carrying Capacity and Sustainable Tourism Development



ANNEX VII THE CHALLENGE OF ECOTOURISM / POLAND [16]

Poland

Such terms as soft, green, sustainable tourism have no exact corresponding equivalents and ecotourism is best covered by the use of two concepts as applied in the country i.e. nature tourism and landscape tourism. Activities in both types of tourism are organised by the Polish Society for Landscape Tourist (PTTK) and under law only qualified instructors and guides may be involved which, in many cases, precludes such activities being arranged directly by employees of PAs. This is possibly a barrier to the development of ecotourism activities. Over recent years there has been a shift in the organisation of these types of tourism in that there is a broader range of tourism activities offered (specialist nature features and

rural products) but based on the same basic infrastructure. There is no separate system to design, establish or serve ecotourism as such and no specific institutions to support it. Some PAs have attempted to promote the educational values of ecotourism but without government support and where an activity is successful (such as the birdwatching tours in the Sierbze Marshes) it is only legally carried out by the private sector with no financial benefits to the parks. There is no economic encouragement to invest in ecotourism with no tax reductions for ecological products, for health foods or cleaning sanitation infrastructures. With regards to VAT, reductions are only permissible if the tourist are from abroad and in groups of less than 10 people. There is some evidence of interest in the concept in local societies but here the need is one of special training. Some Agricultural Extension Service Centres have begun to arrange training in rural tourism but apart from some local government financial support the activity is under-supported. Private initiatives find it easier to obtain funds than PAs although depending on the unemployment situation in the region some money is available but not directly for ecotourism. Officially there is no foreign investment in agro nor ecotourism with the exception of the creation of golf links. A certain amount of foreign capital investment is taking place through Polish third parties which is resulting in uncontrolled environment damage and is the subject of a special report by the Institute for Sustainable Development. The current attitude to tourism in general is one of low professionalism and profit-taking which takes advantage of the low level of institutional coordination, the lack of training and knowledge and the inferior quality of the touristic accommodation supply. There is no overall advertising campaign, no central register of accommodation, nor a knowledge of the potential customer market. This specialist tourism is seen by the existing agencies as of very limited extent, more labour intensive, less cost-effective, requiring well qualified staff, more demanding customers and hence not attractive as an economic activity. In the local communities

there is a belief that this type of activity will only ever be an additional source of income. In summary it is felt that ecotourism should not be over-promoted as its market share is likely to consist strictly of foreign visitors and cover a very small element of the overall tourism market.

Romania

Given the rich diversity of the landscape there is great potential for sustainable tourism which since 1993 has been termed green or soft tourism. Combined they equal sustainable tourism which is constructed under the principle of carrying capacity. It would be fair to say that ecotourism as a concept is in transition from soft to green to sustainable. The only available data on tourism in the PAs is limited to the biosphere reserves of Retezat, Pietrosul Rodnei and the Danube Delta. Before 1989 visits were by permit only issued by the Commission of Natural Monuments, restricted to groups of 10-12 on trails with guides. The situation now is the same except for the Danube Delta where the DDBiosphere Reserve Authority issues permits. Retezat has limited facilities whilst Rodna has none. The Ministry of Tourism has prepared a number of tourism programmes for the Danube Delta for foreign tourist for periods of eight days. These tours have been offered through the Romanian tourist offices in Germany, UK, Austria and Spain as well as direct contacts with specialist societies. The development of ecotourism is envisaged as part of the management plans of the PAs which upto recently did not exist. The most advanced is that of the Danube Delta where infrastructure investment by the EBRD and also by the CER will allow the construction of a visitor centre, supply water to remote villages and enhance facilities. Ecotourism plans as part of the PAs management plans are seen as tool to lessen damage to sensitive areas and as a means of providing financial input to the PAs and the local populations. An example of the involvement of the local populations is the history of the tourist activity in the Danube Delta. In 1973 the Ministry of Tourism declared three villages as 'touristic villages' with 230 beds spaces. No support was provided,

ANNEX VIII ENVIRONMENTAL INTERVENTION INSTRUMENTS [6]

Environmental Policy Measures		
Administrative Regulation	Economic Instruments	Information/Motivation
<i>Prohibitions/bans/injunctions</i> <i>Certificates</i> <ul style="list-style-type: none"> • Approval • Registration <i>Prescriptions</i> <ul style="list-style-type: none"> • Technology requirements • Emission standards • Quota systems <i>Sanctions</i> <ul style="list-style-type: none"> • Fines • Imprisonment • Confiscation • Permission withdrawal 	<i>Charges</i> <ul style="list-style-type: none"> • Effluent charges • User fees • Product taxes • Administrative charges • Tax Differentiation <i>Subsidies</i> <ul style="list-style-type: none"> • Grants • Soft loans • Tax allowances <i>Deposit-refund systems</i> <ul style="list-style-type: none"> • Reusable items • Disposals <i>Market creation</i> <ul style="list-style-type: none"> • Emission trading • Market intervention • Liability Insurance <i>Enforcement incentives</i> <ul style="list-style-type: none"> • Non-compliance fees • Performance bonds 	<i>Information</i> <ul style="list-style-type: none"> • Education • Awareness building • Public information • Eco-labelling • Eco-Audits <i>Environmental guidance</i> <ul style="list-style-type: none"> • Technology • Resource Conservation <i>Agreements</i> <ul style="list-style-type: none"> • 'Voluntary' settlement • Accept attainment <i>Policy announcements</i>

BIBLIOTEKA IT
 Archiwum Państwowe
 Naukowo-Badawczych