



CONVENTION ON BIOLOGICAL DIVERSITY

Distr.
GENERAL

UNEP/CBD/WS-Tourism/3
30 April 2001

ORIGINAL: ENGLISH

WORKSHOP ON BIOLOGICAL
DIVERSITY AND TOURISM
Santo Domingo, 4-7 June 2001
Item 3 of the provisional agenda*

OVERVIEW OF TOURISM AND BIODIVERSITY ISSUES, AND APPROPRIATE MANAGEMENT APPROACHES

Note by the Executive Secretary

I. INTRODUCTION

1. Tourism is one of the world's fastest growing industries and a major source of foreign exchange earnings for many developing countries. Tourism is continuing to grow rapidly, despite some regional and year-to-year fluctuations, and an enormous increase is forecast for international tourism over the next 25 years. In 2000, there were an estimated 698 million international tourists: 1.6 billion international tourists are forecast by 2020. ^{1/} Domestic tourism is also increasing: the number of domestic tourist trips is estimated to be several times the number of international ones.

2. Expansion of tourism affects all regions, including in remote and sensitive areas such as islands, coasts and new mountain areas, and Antarctica, as well as species-rich and protected areas, and urban areas. ^{2/} Furthermore, tourism based on the natural environment is a vital and growing segment of the tourism industry. ^{3/} The statistics of tourism growth underline the large and growing pressures that tourism is placing on the environment and biodiversity.

3. For many countries, in particular developing countries, tourism is an important source of foreign exchange and a major contributor to gross national product (GNP), that may offer a real alternative to other more obviously detrimental forms of development. At local and national levels, tourism can lead to

* UNEP/CBD/WS-Tourism/1.

^{1/} Report of the Secretary-General on tourism and sustainable development, addendum: Tourism and economic development (A/CN.17/1999/5/Add.1), prepared for the seventh session of the Commission on Sustainable Development.; World Tourism Organization, news release, Madrid, January 31, 2001; and World Tourism Organization, *Tourism: 2020 Vision*.

^{2/} Report of the Secretary-General on tourism and sustainable development, addendum: Tourism and environmental protection (A/CN.17/1999/5/Add.3), prepared for the seventh session of the Commission on Sustainable Development.

^{3/} Jeffrey McNeely, "Tourism and Biodiversity: a natural partnership", presented at the Symposium on Tourism and Biodiversity, Utrecht, 17 April 1997.

/...

investment in infrastructure with benefits that spread beyond tourism, and can provide a rationale for promoting environmental protection.

4. While beaches and mountains, rivers, forests and biodiversity make the environment a basic resource upon which the tourism industry depends to thrive and grow, tourism also has important adverse environmental impacts as a result of resource consumption, as well as from pollution and wastes generated by tourism activities, including transport.

A. International guidelines on sustainable tourism and biodiversity

5. A proposal for global guidelines on sustainable tourism and biodiversity was made by the International Workshop on Biological Diversity and Sustainable Tourism that was held in Heidelberg in March 1998. This proposal was submitted to and discussed by the Conference of the Parties to the Convention on Biological Diversity at its fourth meeting, in 1998, and was further considered by the Convention's Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA) at its fourth meeting later the same year. Tourism was addressed as a sector by the Commission on Sustainable Development at its seventh session, in 1999, at which the Convention was invited to submit any guidelines that it prepared on sustainable tourism and biodiversity to the Commission process.

6. At its fifth meeting, in May 2000, the Conference of the Parties adopted decision V/25, on biological diversity and tourism, in which it recognized that the scale and expansion of tourism has major implications for the conservation and sustainable use of biodiversity, and for attainment of the Convention's objectives. In decision V/25, the Conference of the Parties noted the increasing importance of tourism for social and economic development at local, national and regional levels, and that, in relation to the provisions of the Convention on Biological Diversity:

- (a) Sustainable tourism depends on community involvement and participation;
- (b) Communities should benefit from sustainable tourism;
- (c) Tourism is closely linked to the preservation of a healthy environment, which in turn is an essential element of tourism development and helps to raise public awareness on some biodiversity issues.

7. In decision V/25, the Conference of the Parties endorsed an assessment of the interlinkages between biological diversity and tourism, which included consideration of the economic importance of tourism and its interrelationship with the conservation and sustainable use of biological diversity, as well as the potential impacts of tourism on biological diversity, including economic, social and environmental impacts. It also accepted the invitation to participate in the international work programme on sustainable tourism development under the Commission on Sustainable Development process with regard to biological diversity, in particular, to contribute "... international guidelines for activities related to sustainable tourism development in vulnerable terrestrial, marine and coastal ecosystems and habitats of major importance for biological diversity and protected areas, including fragile riparian and mountain ecosystems, bearing in mind the need for such guidelines to apply to activities both within and outside protected areas, and taking into account existing guidelines, ...", and suggested the convening of an international workshop for this purpose. Furthermore, in the same decision, the Conference of the Parties requested SBSTTA to transmit the findings of its work on sustainable tourism and biodiversity in relation to the Convention, through the Executive Secretary, to the Commission on Sustainable Development at its tenth session in 2002. This request applies to the outputs of the Workshop on Biological Diversity and Tourism, which will be transmitted to SBSTTA at its seventh meeting, to be held in November 2001.

8. Various international principles and guidelines are already available on sustainable tourism, on biodiversity, and on the management of tourism and biodiversity, particularly in relation to protected areas. As part of the preparations for this Workshop, an analysis of the major international principles and guidelines has been undertaken, and is presented in section IV below. The key conclusions from this analysis are:

(a) Principles and guidelines on sustainable tourism acknowledge the importance of biodiversity, but provide little or no guidance on how to implement and manage tourism in relation to biodiversity;

(b) Guidelines that are formulated specifically on tourism and biodiversity focus mainly on protected areas and the requirements of protected area managers - there is a need for guidelines to address the conduct of tourism in relation to biodiversity and ecological systems which are not managed as national parks or protected areas;

(c) All the principles and guidelines analysed contain extensive common and complementary elements - no cases were found where one principle or guideline was in conflict with another;

(d) There are no internationally-accepted guidelines currently available that provide a fully integrated approach to the general management of sustainable tourism and biodiversity, and which address the technical issues of implementation of internationally-agreed principles in these areas.

9. Based on this analysis there is a need for international guidelines on sustainable tourism and biodiversity that will provide technical guidance to tourism managers and to biodiversity managers on ways of working together with key stakeholders to deliver:

(a) Conservation of ecosystem structure and functioning;

(b) Sustainable tourism in ecosystems conserving their structure and functioning;

(c) Fair and equitable sharing of benefits;

(d) Information and capacity building

(e) Restoration of past damage.

10. These guidelines should build on principles and concepts that have already been developed through international processes, and should focus on technical guidance to facilitate their implementation, and linkages between tourism management and biodiversity management. In this context, the term "managers" refers to all those who undertake some form of management of tourism and/or biodiversity, whether in national or local government, the private sector, indigenous and local communities, non-governmental organizations or other organizations.

11. At the same time, it is important to differentiate between those topics to be covered by international guidelines on sustainable tourism and biodiversity developed under the Convention on Biological Diversity, and those topics which, while important for biodiversity conservation, are best dealt with in other forums and will therefore not be covered by the Convention guidelines. Such issues include trade in endangered species as souvenirs, which is already covered by the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), and the impacts of transport on the global environment. The various existing forums responsible for these and other issues related to tourism and biodiversity have the expertise to discuss these topics as well as the duty and responsibility to

consider impacts on biodiversity and, where necessary, to start processes to address those impacts. This issue is especially pressing for the transport sector.

12. In developing international guidelines on sustainable tourism and biodiversity, three main sources of information that need to be taken into account in the Workshop:

(a) Information on sustainable tourism and related information summarising the broad system requirements to support the effective implementation of sustainable tourism;

(b) The ecosystem approach ^{4/} of the Convention on Biological Diversity, which sets out the Convention's approach to management of ecosystems and biodiversity, and related information;

(c) Information from specific stakeholders setting out the approaches that they have adopted in addressing their responsibilities in relation to sustainable development, ecosystem management, and biodiversity conservation (e.g., approaches set out by Governments, ecosystem managers, the tourism industry, community-based organizations, non-governmental organizations).

13. The Workshop will need to consider how these different but complementary approaches can be integrated with each other, and how any gaps that there may be between them may be addressed, in formulating guidelines on sustainable tourism and biodiversity. In so doing, it will be helpful to consider the way in which certain aspects of the ecosystem approach and actions identified in the context of this approach, can most effectively be applied in the context of tourism.

14. As well as the guidelines, the Workshop should also make recommendations concerning the implementation of the guidelines and follow-up activities that would contribute to this.

B. Indigenous and local communities

15. There are strong connections between indigenous and local communities and biodiversity. The cultural and management practices of these communities can be extremely important for the conservation and sustainable use of biodiversity, and this is often central to their livelihoods.

16. Indigenous and local communities are to be considered significant stakeholders in any tourism operations or proposed tourism developments taking place within their traditional territories and are therefore to be accorded the same respect as any other stakeholders in all stages of the development, operation and management of such tourism activities/enterprises. Article 8(j) of the Convention on Biological Diversity addresses the need to “respect, preserve and maintain knowledge, innovations and practices of indigenous and local communities embodying traditional lifestyles relevant for the conservation and sustainable use of biological diversity” and to “encourage the equitable sharing of benefits arising from the utilization of such knowledge, innovations and practices” of these groups.

17. With a view to implementing Article 8(j) of the Convention, the Conference of the Parties, through various bodies established under the Convention, is in the process of developing guidelines ^{5/} with regard to:

^{4/} See the annex to decision V/6 of the Conference of the Parties to the Convention on Biological Diversity (UNEP/CBD/COP/5/23 and Corr.1, annex III).

^{5/} Convention on Biological Diversity, 2001 – “Draft Guidelines for the Conduct of Tourism in Territories Traditionally Occupied or Used by Indigenous and Local Communities”.

(a) The recognition, safeguarding and fully guaranteeing of the rights of indigenous and local communities over their traditional knowledge, innovations and practices within the context of the Convention;

(b) Effective participation of indigenous and local communities in decision-making, policy planning and development and implementation of the conservation and sustainable use of biological diversity;

(c) Access and benefit sharing;

(d) Prior informed consent;

(e) Ethical conduct with regard to research, access to, use, exchange and management of information concerning traditional knowledge, innovations and practices;

(f) National incentive schemes for indigenous and local communities to preserve and maintain their traditional knowledge, innovations and practices and for their application in national strategies and programmes for the conservation and sustainable use of biological diversity;

(g) The conduct of cultural, environmental and social impact assessments regarding any development proposed to take place on sacred sites and on lands or waters occupied or used by indigenous and local communities; and

(h) Use of traditional knowledge for the conservation and sustainable use of biological diversity in a range of contexts (for example, ecosystem approach, *in situ* conservation, biodiversity monitoring and environmental impact assessments).

18. The development of any tourism guidelines should take into account the relevant guidelines being developed under the Convention on Biological Diversity and seek to harmonize such guidelines with them. In this context, it is important to emphasise the need for participation of local and indigenous communities, not only in policy development but also in the benefits derived from tourism.

C. Gender issues

19. Gender issues are also important in relation to guidelines on tourism and biodiversity. Women have an important role in tourism, representing on average half of all employees in tourism enterprises, although there are wide variations in this figure among enterprises, and being employed frequently in poorly paid and insecure jobs in the tourism sector. ^{6/} In many areas, women also play a significant part in the management of biodiversity resources.

D. Stakeholders involved in tourism

20. A wide range of stakeholders are involved in tourism, including:

(a) Governments at central and regional level;

(b) Local authorities at destinations;

(c) Local communities in and around destinations including indigenous communities;

(d) The tourism sector - private sector directly:

^{6/} Information from International Labour Organization.

- (i) Tour operators (supplying tourists to destinations; sometimes owning accommodation in destinations);
- (ii) Tourism developers;
- (iii) Hotel operators;
- (iv) Facilities operators;
- (v) Transport operators;
- (e) Sectors providing goods and services for tourism (e.g., food)
- (f) Sectors that may be affected adversely by tourism (e.g., artisanal fisheries);
- (g) Tourists.

21. The wide range of stakeholders involved in tourism — governments at central and local level, local authorities, the tourism sector, as well as other sectors providing goods and services for tourism, and tourists themselves — have a shared responsibility to make tourism sustainable.^{7/} To achieve change towards more sustainable tourism, programmes on both the supply and demand sides need to be established: for example, capacity development work with local authorities, dissemination of best practice and support for technical cooperation to both public authorities and the private sector, and awareness raising programmes aimed at changing the behaviour of tourists. Despite some progress by various stakeholders there is an urgent need to improve the way tourism is developed and managed.

E. Audiences for international guidelines on sustainable tourism and biodiversity

22. This section briefly outlines the groups to which the guidelines are addressed and what the guidelines can provide for such groups — including Governments, industry (primary tourism sector, including tourism companies, transport companies, hoteliers, provision of services and attractions; and secondary sectors linked to the tourism sector through provision of goods and services (e.g., food supply)), international organizations, non-governmental organizations, individual tourists, biodiversity and/or protected-area managers, indigenous and local communities. These groups include the major actor groups that can influence tourism and its impacts in relation to biodiversity.

Governments, international agencies (including aid agencies), and international development banks

23. Tourism is an increasingly important component of global, national and local economic planning and development. In developing and developed countries tourism is often the most immediately promising means to develop cash flows and local economic capacities in remote areas without substantial upfront capital investment levels which are required for industrial development.

24. The guidelines should address the issues of tourism development with links to and impacts upon biological diversity and ecosystem processes – even though that tourism is not focused on appreciation of the natural environment. They should address tourism “creep” whereby small-scale local nature-based tourism tends to grow towards industrial scale synthetic tourism (theme parks, shopping and entertainment centres) with associated urban infrastructure demands.

25. The guidelines should provide assistance to Governments, and other agencies, responding to pressures for tourism development and investment, in assessing proposals and in ensuring that tourism

^{7/} Report of the Secretary-General on tourism and sustainable development, addendum: Tourism and environmental protection (A/CN.17/1999/5/Add.3), prepared for the seventh session of the Commission on Sustainable Development.

development only proceeds where it meets the objectives of sustainable development and of biodiversity conservation and sustainable use.

26. They should also provide guidance to international development agencies and funding institutions concerning priority areas for support, including capacity-building and finance, in relation to sustainable tourism and biodiversity.

Indigenous and local communities

27. The guidelines should address the issues of managing the impacts of tourism development on the culture and resources and the biological diversity and ecological processes of the environments of indigenous and local communities. They should be consistent with efforts, within the framework of the Convention on Biological Diversity, to respect, preserve and maintain traditional knowledge, and promote its wider application.

Tourism sector

28. The tourism industry is one of the important partners for the implementation of guidelines into the practice. The fulfilment of their given commitments would be the first step towards an open partnership between all stakeholders.

29. The guidelines should address management requirements and responsibilities of private enterprises involved in all aspects of tourism, and as a result, assist the tourism industry to put commitments to sustainable development into practice. They should also set these in the wider context of the shared responsibilities of all stakeholder groups for sustainable tourism and biodiversity conservation and sustainable use.

Individual tourists

30. Tourists, and particularly those engaging in environmental or nature-based tourism, tend to have high levels of education and abilities to find information through the Internet. The guidelines should address the rights and responsibilities of tourists in terms of quality sustainable tourism experience, of expectation that operators will maintain standards which provide sustainability and of involvement in monitoring or other supportive activities.

Non-governmental organizations

31. The guidelines are likely to address issues that are central to the interests of environmental non-governmental organizations. It is important that they address tourism/environment issues outside, as well as within, protected areas. They should also address matters relevant to non-governmental organizations involved in regional development, poverty relief and consumer awareness.

Protected-area managers

32. The guidelines should provide an overarching framework within which more specific and detailed guidelines for management of tourism in particular regions and sites can be incorporated easily. They should cross link broader issues of environmental sustainability, impact prediction and management to matters addressed in guidelines relating to management of tourism in protected areas.

II. RELATIONSHIP OF TOURISM TO BIODIVERSITY

A. Decision V/2: assessment of the interlinkages between tourism and biodiversity

33. In its assessment of the interlinkages between tourism and biological diversity (decision V/25, annex), the Conference of the Parties noted the economic importance of tourism, its interrelationship with biodiversity conservation and its potential economic, social and environmental impacts. In particular, the global social, economic and environmental impacts of tourism are immense and highly complex. International tourism operates in an increasingly global market in which investors and tourists have an ever-widening choice of destinations, and the international tourism market is fiercely competitive, much of it operating on low profit margins. For this reason, self-regulation of the tourism industry for sustainable use of biological resources has only rarely been successful.

34. Tourism contributes to economic development through funding the development of infrastructure and services, providing jobs, providing funds for development or maintenance of sustainable practices, providing alternative and supplementary ways for communities to receive revenue from biological diversity, and generating incomes.

35. At the same time, tourism results in environmental impacts on land and resources, including impacts on vegetation, wildlife, and ecosystems, and impacts arising from waste management and travel and transport; and in socio-economic and cultural impacts that affect local communities, social relations and cultural values. Such socio-economic and cultural impacts may damage lifestyles and practices that contribute to the conservation and sustainable use of biodiversity.

36. However, the assessment also recognizes the significant potential of tourism for realizing benefits in terms of the conservation of biological diversity and the sustainable use of its components, and for contributing to public education and awareness of these issues.

37. The assessment follows up on findings expressed, for example in the 1997 Berlin Declaration on Biological Diversity and Tourism, which notes that:

(a) Tourism has a large and growing importance for economic development, and can generate income for local communities, including indigenous communities;

(b) Tourism is largely based on a healthy environment and beautiful landscapes;

(c) Tourism increasingly turns to relatively undisturbed natural areas;

(d) Tourism has the potential for degrading the natural environment, social structures and cultural heritage;

(e) Tourism may generate or increase a demand for wild animals, plants or products for souvenirs which may endanger species and affect protection measures;

(f) Tourism can serve as a major educational opportunity, increasing knowledge of natural ecosystems and local communities;

(g) Tourism can create revenues for the maintenance of natural areas;

(h) Self-regulation of the tourism industry for sustainable use of biological resources has rarely been successful because of its economics and financial interests far away from destinations.

38. Table 1 outlines the relationship between broad principles of sustainable tourism and elements of the Convention on Biological Diversity.

Table 1

**PRINCIPLES FOR SUSTAINABLE TOURISM IN THE CONTEXT OF THE
BIODIVERSITY CONVENTION ^{8/} _{9/}**

| | |
|--|---|
| Using resources sustainably | Article 10. |
| Reducing over-consumption and waste | Article 10(b). |
| Maintaining diversity | Article 8(c,e,f,j, & l). |
| Integrating tourism into planning | Articles 10(a) & 14. |
| Supporting local economies | Article 11. |
| Involving local communities | Articles 8(j), 10 & 13. |
| Consulting stakeholders and the public | Articles 10 & 13. |
| Training staff | Article 13. |
| Marketing tourism responsibly | Article 13. |
| Undertaking research | Articles 7 & 8(l). |
| Article 7. | Identification and monitoring |
| Article 8. | <i>In situ</i> conservation |
| Article 10. | Sustainable use of components of biological diversity |
| Article 11. | Incentive measures |
| Article 13. | Public education and awareness |
| Article 14. | Impact assessment and minimizing adverse impacts |

B. Biodiversity - the approach under the Convention on Biological Diversity

39. The Convention on Biological Diversity describes biological diversity as “the variability among living organisms from all sources including, *inter alia*, terrestrial, marine and other aquatic ecosystems and the ecological complexes of which they are part; this includes diversity within species, between species and of ecosystems”. In other words, biodiversity is the variability of life in all forms, levels and combinations. It is not the sum of all ecosystems, species and genetic material. Rather, it represents the variability among and within them. It is, therefore, an attribute of life, contrasting with “biological resources”, which are tangible biotic components of ecosystems. ^{10/}

^{8/} Modified from: Richard Tapper, “Tourism - Is it a non-consumptive use?” Norway/UNEP expert conference on biodiversity, Trondheim, 1993.

^{9/} Tourism Concern, “Beyond the Green Horizon - Principles for Sustainable Tourism”, published by WWF, 1992.

^{10/} Lyle Glowka, Francoise Burhenne-Guilmin and Hugh Synge in collaboration with Jeffrey A. McNeely and Lothar Gündling, *A Guide to the Convention on Biological Diversity*, p.16 (IUCN Environmental Law Centre - Environmental Policy and Law Paper No. 30,1994).

40. Biological resources are described in the Convention on Biological Diversity as including “genetic resources, organisms or parts thereof, populations or any other biotic component of ecosystems with actual or potential use value for humanity.” In addition, the preamble to the Convention refers to the “... intrinsic value of biological diversity and of the ecological, genetic, social, economic, scientific, educational, cultural, recreational and aesthetic values of biological diversity and its components”. The intrinsic educational, cultural, recreational and aesthetic values of biological diversity and its components are particularly important aspects for tourism.

41. Landscape diversity – the variety of landscapes within a region and the diversity of elements and processes within and among these landscapes, which are homogenous ecological units defined by distinctive combinations of elements that include landform, climate, geology and vegetation ^{11/} – is also important for tourism.

42. The Convention on Biological Diversity contains a series of far-reaching provisions on the conservation of biological diversity, on the sustainable use of the components of biological diversity, and on access and benefit sharing, as well as important provisions that recognise the role of indigenous and local communities in the conservation and sustainable use of biological diversity. For indigenous and local communities there often is a strong and unified connection between their socio-economic activities, cultural values and biological diversity, which is a significant element in their livelihoods. Frequently, the knowledge and resources of indigenous, traditional and local communities has been appropriate without the sharing of benefits, without their prior informed consent, without full disclosure of proposed activities and without respect for the rights of these communities and individuals.

C. The ecosystem approach and its components in relation to tourism

43. The ecosystem approach is a strategy for the integrated management of land, water and living resources that promotes conservation and sustainable use in an equitable way. Thus, the application of the ecosystem approach will help to reach a balance of the three objectives of the Convention: conservation; sustainable use; and the fair and equitable sharing of the benefits arising out of the utilization of genetic resources. The approach is based on the application of appropriate scientific methodologies focused on levels of biological organization, which encompass the essential structure, processes, functions and interactions among organisms and their environment. It recognizes that humans, with their cultural diversity, are an integral component of many ecosystems.

44. The ecosystem approach comprises twelve principles and five operational guidance elements. The following box summarizes the implications in relation to tourism of these principles and operational guidance elements. (The section headed “Links to analysis of sustainable tourism principles, etc” following each principle and statement of operational guidance refers to the main headings in the information document prepared for the Workshop on the analysis of codes, guidelines, principles and position papers on sustainable tourism (UNEP/CBD/WS-Tourism/INF/1) that apply to that principle or operational guidance.)

Box 1

PRINCIPLES OF THE ECOSYSTEM APPROACH

Principles 1 and 2:

^{11/} Noss R FR 1994 Hierarchical indicators for monitoring change in biodiversity. In Meffe, G K and Carroll C R (eds) Principles for conservation biology. Sinauer Associates, Sunderland.

Principle 1: *The objectives of management of land, water and living resources are a matter of societal choice.*

(Links to analysis of sustainable tourism principles, etc: Socio-economic and cultural aspects: Participation; Contribution to the economic development and the well-being of local communities; Preservation of cultural identity; Respect for human rights, local communities' and indigenous peoples' rights.)

Principle 2: *Management should be decentralized to the lowest appropriate level.*

(Links to analysis of sustainable tourism principles, etc: Networking and Co-operation at all levels; Participation)

A broad consensus relative to the planning and management of sustainable tourism by all stakeholders, affected and interested groups, is the basis for future and long-term success. Therefore the objectives of management are a matter of societal choices and have to be decentralized to the lowest appropriate level, by involvement and participation of all stakeholders.

Principle 3: *Ecosystem managers should consider the effects (Links to analysis of sustainable tourism principles, etc: actual or potential) of their activities on adjacent and other ecosystems.*

(Links to analysis of sustainable tourism principles, etc: Integrated land use management; Environmental impact assessment; Monitoring)

A flexible mix of instruments should be established for the continuous monitoring of actual impacts and research of potential impacts on ecosystems caused by tourism development. No development should take place without adequate baseline research and information, and environmental impact assessments, including assessment of cumulative impacts and alternative options, leading to conditions being set for management to avoid or minimise anticipated impacts. Integrated land use management should be modified to take into account information and research on actual and potential impacts.

Principle 4: *Recognizing potential gains from management, there is usually a need to understand and manage the ecosystem in an economic context. Any such ecosystem-management programme should:*

a) Reduce those market distortions that adversely affect biological diversity;

(Links to analysis of sustainable tourism principles, etc: Economic framework; Reducing existing burdens)

Market distortions that have led to tourism activities that have damaged the environment and biodiversity, should be removed, and measures introduced to restore damaged areas and to apply integrated management approaches to all land management including tourism activities. This goes also for goods and services of ecosystems related to the tourism market.

b) Align incentives to promote biodiversity conservation and sustainable use;

(Links to analysis of sustainable tourism principles, etc: Incentives and marketing)

To support the conservation of ecosystems and discourage negative impacts all possible incentives for the development and running of sustainable tourism should be established by governments and local authorities, and should be consistent with national and local objectives for biodiversity.

c) Internalize costs and benefits in the given ecosystem to the extent feasible.

(Links to analysis of sustainable tourism principles, etc: Legislative and institutional framework; Economic Framework.)

All environmental costs and benefits of tourism activities should be taken into account. The internalization of external costs is an important element for the successful management of sustainable tourism.

Principle 5: *Conservation of ecosystem structure and functioning, in order to maintain ecosystem services, should be a priority target of the ecosystem approach.*

(Links to analysis of sustainable tourism principles, etc: Tourism management in vulnerable areas; Integrated land use management; Reducing existing burdens; Carrying capacity)

Intact ecosystems and biodiversity are important in providing the quality environments on which tourism depends, and tourism should contribute to their conservation, restore any past damage associated with tourism, and minimise adverse effects.

Principle 6: *Ecosystem must be managed within the limits of their functioning.*

(Links to analysis of sustainable tourism principles, etc: Tourism management in vulnerable areas; Environmental impact assessment.)

All tourism development should be established only on the basis of accurate research and information concerning all affected areas and ecosystems, and including baseline information on areas and their functioning, indigenous and traditional knowledge, impact assessment of proposals for tourism development (Links to analysis of sustainable tourism principles, etc: taking cumulative impacts and impacts of other use options into account), and impact management measures to minimise adverse impacts. Based on this research and information, appropriate restrictions and conditions should be placed on tourism and other developments to protect biodiversity and to ensure a balance between sustainable tourism and biodiversity.

Principle 7: *The ecosystem approach should be undertaken at the appropriate spatial and temporal scales.*

(Links to analysis of sustainable tourism principles, etc: Tourism management in vulnerable areas; Integrated land use management.)

As described in relation to Principles 1 and 2 of the Ecosystem Approach, the

boundaries for management of ecosystems and the sustainable use (Links to analysis of sustainable tourism principles, etc: tourism) need to be defined operationally by users, managers, scientists and indigenous and local communities.

Principle 8: *Recognizing the varying temporal scales and lag-effects that characterize ecosystem processes, objectives for ecosystem management should be set for the long term.*

(Links to analysis of sustainable tourism principles, etc: Establishment of sustainable tourism strategies and policies)

This is a very important factor in relation to tourism and biodiversity, and the support of management of ecosystems and their sustainable use by providing policies and frameworks on different levels should not be hindered by short-term processes. Because of these factors and the complexity of the systems involved, the responses are also complex and non-linear (Links to analysis of sustainable tourism principles, etc: in other words, a small change in one place can lead to a much larger change somewhere else, through a complex chain of events). This means that management must work through networks of linkages, and look for the most effective points for management interventions, which may not always be the points nearest to the observed problems to be addressed.

Principle 9: *Management must recognize that change is inevitable.*

(Links to analysis of sustainable tourism principles, etc: Development of suitable indicators; Monitoring)

Both tourism and biodiversity are highly dynamic, and therefore regular monitoring and use indicators are important in management to ensure that tourism and biodiversity remain in balance, and that overall goals and objectives are reached.

Principle 10: *The ecosystem approach should seek the appropriate balance between, and integration of, conservation and use of biological diversity.*

(Links to analysis of sustainable tourism principles, etc: Legislative and institutional framework; Economic Framework; Establishment of sustainable tourism strategies and policies; Tourism management in vulnerable areas.)

A balanced co-existence needs to be achieved between the use and the conservation of ecosystems, and tourism activities, in all areas. This requires an integrated approach to land use management, that incorporates biodiversity conservation and sustainable use, and sustainable tourism. This approach to land use management needs to take into account the requirements for ecosystem functioning and of habitat integrity and interconnections that are required for conservation of viable populations of species.

Principles 11 and 12:

Principle 11: *The ecosystem approach should consider all forms of relevant information,*

including scientific and indigenous and local knowledge, innovations and practices.

(Links to analysis of sustainable tourism principles, etc: Networking and Co-operation at all levels; Participation; Exchange of information, skills, and technology.)

Principle 12: *The ecosystem approach should involve all relevant sectors of society and scientific disciplines.*

(Links to analysis of sustainable tourism principles, etc: Networking and Co-operation at all levels; Participation; Exchange of information, skills, and technology.)

All stakeholders should co-operate and exchange all forms of relevant information at all levels for a better understanding, planning and management of sustainable tourism in ecosystems. In all cases of operation, management and development of tourism activities, the traditional biodiversity-related knowledge, innovations and practices of indigenous and local communities must be respected, as set out in Article 8j of the Convention on Biological Diversity.

OPERATIONAL GUIDANCE FOR APPLICATION OF THE ECOSYSTEM APPROACH

Operational Guidance 1: *Focus on the relationships and processes within ecosystem.*

(Links to analysis of sustainable tourism principles, etc: Research; Environmental impact assessment; Sustainable transport development; Sustainable use of resources.)

All efforts should be made for more effective and coordinated research, monitoring and assessment about the impacts of tourism activities in ecosystems. The distribution of the results should lead to better management practices, planning processes and the development of strategies and policies.

Operational Guidance 2: *Enhance benefit-sharing.*

(Links to analysis of sustainable tourism principles, etc: Contribution to the economic development and the well-being of local communities)

The equitable sharing of benefits with host communities where tourism takes place, especially indigenous and local communities, who are affected by and/or involved in tourism activities, is an important part of the management and sustainable use of ecosystems, and of making tourism sustainable.

Operational Guidance 3: *Use adaptive management practices.*

(Links to analysis of sustainable tourism principles, etc: Legislative and institutional framework; Monitoring; Exchange of information, skills, and technology; Training and capacity building.)

Ecosystem management needs to recognize the diversity of social and cultural factors, as well as environmental and ecological factors, and their interaction with socio-economic and cultural factors affecting natural-resource use. Prior information exchange, training and capacity building of people involved about sustainable tourism practices in ecosystem management has to be established.

Management of tourism development and activities should also take into account ongoing monitoring of effects on the environment and biodiversity, and make adjustments that incorporate lessons learned, so as to achieve the objectives of sustainable tourism and biodiversity conservation and sustainable use.

Operational Guidance 4: *Carry out management actions at the scale appropriate for the issue being addressed, with decentralization to lowest level, as appropriate.*

(Links to analysis of sustainable tourism principles, etc: Networking and Co-operation at all levels; Exchange of information, skills, and technology; Training and capacity building.)

Empower local people, to be involved in the planning and management of sustainable tourism activities, through capacity building, and by creating a strong framework for decision-making incorporating public participation of the broader community, within which responsibilities and management can be undertaken by, or as close to, affected communities and areas as appropriate for good administration.

Operational Guidance 5: *Ensure intersectoral cooperation.*

(Links to analysis of sustainable tourism principles, etc: Legislative and institutional framework; Networking and Co-operation at all levels; Integrated land use management.)

The ecosystem approach and the sustainable use (Links to analysis of sustainable tourism principles, etc: tourism) of resources has to be recognized as a cross-cutting issue and should be integrated into related strategies and activities. Therefore information exchange and intersectoral cooperation at all levels should be established regarding the implementation of sustainable tourism practices and policies.

D. Other international agreements relevant to sustainable tourism and biodiversity

45. A number of conventions now in force address various aspects of biological diversity conservation. Together with the Convention on Biological Diversity, they form the regime applicable to biological diversity. They include major global instruments of particular relevance in relation to tourism and biodiversity, the following summaries of which are taken from *A Guide to the Convention on Biological Diversity*, published by the IUCN Environmental Law Centre.

Convention Concerning the Protection of the World Cultural and Natural Heritage (Paris, 1972)

46. The World Heritage Convention requires parties to take steps to identify, protect, conserve, present and transmit to future generations the cultural and natural heritage within their territories. Cultural and natural areas of outstanding universal value are eligible for listing on the World Heritage List and the Convention establishes the World Heritage Fund which can be used by the World Heritage Committee to assist countries with establishing and conserving World Heritage Sites.

47. World Heritage Sites can be a major attraction for tourism, and revenue from tourism can contribute to their maintenance and preservation. However, such sites are vulnerable to pressures from tourism, and a survey of management problems at World Heritage Sites fully or partly designated for their natural heritage, found that between 16-63 percent (varying according to continent) experienced problems arising from tourism, and that inadequate or insufficient management, mainly resulting from

low funding, was also a common problem. Problems arising from an imbalance between management capacity and tourism pressures are serious, since strong management planning and control is an essential factor in ensuring that visitation remains within the bounds of resource limits. ^{12/}, ^{13/}

Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) (Washington, 1973)

48. CITES regulates international trade of all species listed in its appendices (numbered I, II and III). Appendix I lists species threatened with extinction which are or may be affected by trade. Trade in these species is banned except in exceptional circumstances, in accordance with the provisions of the Convention. Appendix II lists species not yet threatened with extinction, but which may become so unless their trade is subject to strict international controls. Appendix III lists species which any party identifies as subject to regulation within its jurisdiction to prevent or restrict exploitation, and which require the cooperation of the other CITES parties in the control of international trade.

49. In the past, some tourist souvenirs and handicrafts have incorporated endangered species. Strong vigilance by national and customs authorities in enforcing CITES, coupled with awareness-raising campaigns targeted at international tourists, has had a major effect on reducing the trade in endangered species in the context of tourism.

Convention on Wetlands of International Importance Especially as Waterfowl Habitat (Ramsar, 1971)

50. The Ramsar Convention requires each party to promote the conservation of internationally important wetlands and the wise use of all wetlands within its territory. Conservation measures are to be established in wetland areas to promote wetland and waterfowl conservation. Each party designates at least one wetland area of international significance to be included on the world list maintained under the Convention.

51. Wetlands can be important as habitats that attract tourists, and may also be threatened by tourism development through reclamation of land for construction of tourism facilities and infrastructure, and through extraction of water to support tourism activities.

52. An indicative, but not comprehensive, list of further treaties and agreements at international and regional level relevant to tourism, is given in the annex to the present note.

III. SUSTAINABLE TOURISM

A. Sustainable tourism and sustainable development

53. Sustainable tourism can be considered as tourism that puts sustainable development into practice in its development and operations. It is therefore important to consider the approach to sustainable development as a first step in understanding how such an approach can be applied in relation to tourism, leading to tourism that is itself sustainable. Box 2 lists various descriptions that have been applied to sustainable development, sustainable livelihoods, and sustainable tourism.

54. In 1996, the International Council for Local Environmental Initiatives (ICLEI), which represents local government at international level, adopted a description of sustainable development that contains some more specific elements relating to how the vision of sustainable development may be achieved in

^{12/} Richard Tapper, "Tourism - Is it a non-consumptive use?" Norway/UNEP expert conference on biodiversity, Trondheim, 1993.

^{13/} *World Resources 1992*, Table 20.3.

practice, especially in relation to the communities served by local government. The ICLEI approach specifies that at a minimum, sustainable development should deliver basic services to residents in any community, and should not threaten delivery of these services.

55. The concept of sustainable livelihoods is also relevant to understanding a definition of sustainable development at a local level. This concept has been adopted by the United Nations Development Programme and in bilateral aid programmes, such as that of the United Kingdom Department for International Development.

56. The sustainable livelihood concept focuses attention on those elements that families and communities require as a means for living and specifies that the natural resource base should not be undermined. It addresses the levels of those elements that are necessary to prevent their means for living from being vulnerable to the combined consequences of stresses and shocks. These include the stresses that they may place on their local environment and those of external events outside of their control.

57. Taken together, the description of sustainable development provided by ICLEI, and the concept of sustainable livelihoods are both important in the context of tourism. Most of the impacts of tourism are felt at the local level in and around areas visited by tourists. If tourism is to contribute to sustainable development at a local level, these descriptions of sustainable development would require that it should lead to adequate delivery of basic environmental, social and economic services to all residents of a community. It should provide sustainable livelihoods without undermining the viability of the natural, built and social systems and resources.

58. In applying these concepts of sustainable tourism it is important to recall that such concepts and principles cannot be applied directly or uniformly in any given setting: they require reinterpretation to take into account the particular context to which they are being applied.^{14/} Furthermore, each setting is subject to change and fluctuations which impose stresses and shocks. To be sustainable, development must remain sustainable in the face of such stresses and shocks, which highlights the need for long-term plans that incorporate sufficient margins to cope with inevitable stresses and shocks that any area and its constituent communities will face over time.

59. It should also be noted that eco-tourism, which incorporates an emphasis on sustainability, represents a type of tourism that is based on the natural environment, and that all types of tourism, including eco-tourism, should be sustainable.

60. In summary, sustainable tourism includes such aspects as the sustainable use of resources, including biological resources, and minimizes environmental, ecological, cultural and social impacts, and maximizes benefits.^{15/}

Box 2

**DESCRIPTIONS OF SUSTAINABLE DEVELOPMENT, SUSTAINABLE USE,
SUSTAINABLE LIVELIHOODS, AND SUSTAINABLE TOURISM**

Sustainable Development

Report of the World Commission on Environment and Development (“Brundtland Report”), (1987):

^{14/} Zarina Patel, 2000, “Rethinking sustainable development in the post-apartheid reconstruction of South African cities”, *Local Environment*, 5(4), 383-400.

^{15/} Assessment of the interlinkages between tourism and biological diversity (decision V/25 of the Conference of the Parties to the Convention on Biological Diversity, annex), paragraph 2.

Sustainable development is development that “meets the needs of the present without compromising the ability of future generations to meet their own needs.”

International Council for Local Environmental Initiatives (ICLEI):

Sustainable development is “development that delivers basic environmental, social and economic services to all residents of a community without threatening the viability of the natural, built and social systems upon which the delivery of these services depends.”

Sustainable Use

Convention on Biological Diversity, Article 2:

"Sustainable use" means the use of components of biological diversity in a way and at a rate that does not lead to the long- term decline of biological diversity, thereby maintaining its potential to meet the needs and aspirations of present and future generations.

Sustainable Livelihoods

UK Department for International Development:

Sustainable livelihoods: “A livelihood comprises the capabilities, assets (including both material and social resources) and activities required for a means of living. A livelihood is sustainable when it can cope with and recover from stresses and shocks and maintain or enhance its capabilities and assets both now and in the future, while not undermining the natural resource base.”

Sustainable Tourism

Commission on Sustainable Development, Seventh Session (1999):

Sustainable tourism development should lead to management of all resources in such a way that economic, social and aesthetic needs can be fulfilled, while maintaining cultural integrity, essential ecological processes, biological diversity and life support systems.

Tour Operators' Initiative for Sustainable Tourism Development (2000):

“We define Sustainable Development as development that meets the needs of the present without compromising the ability of future generations to meet their own needs. We are committed to developing, operating and marketing tourism in a sustainable manner; that is, all forms of tourism which make a positive contribution to the natural and cultural environment, which generate benefits for the host communities, and which do not put at risk the future livelihood of local people.”

UN Environment Programme (1999):

“Sustainable tourism is tourism that puts sustainable development into practice in its development, management and integration with the wider economy, society and the environment. It includes the participation of local communities in tourism and ensures that they have an equitable share in its benefits, so as to protect the quality human and natural environments and resources on which tourism depends; and operating within natural capacities for the regeneration and future productivity of natural resources.”

Conference of the Parties to the Convention on Biological Diversity: assessment of the interlinkages between tourism and biological diversity (decision V/25, annex (2000)):

Sustainable tourism is developed and managed in a manner that is consistent with

Agenda 21 and the ongoing work on this matter as promoted by the Commission on Sustainable Development. As such, sustainable tourism includes such aspects as sustainable use of resources, including biological resources, and minimizes environmental, ecological, cultural and social impacts, and maximizes benefits.

World Tourism Organisation:

Sustainable tourism development meets the needs of present tourists and host regions while protecting and enhancing opportunity for the future. It is envisaged as leading to management of all resources in such a way that economic, social and aesthetic needs can be fulfilled while maintaining cultural integrity, essential ecological processes, biological diversity, and life support systems. Sustainable tourism products are products which are operated in harmony with the local environment, community, and cultures, so that these become the permanent beneficiaries not the victims of tourism development.

UN Information Sheet for Global Conference on the Sustainable Development of Small Island Developing States (1994):

The basic principles of sustainable tourism are drawn from the overall merging of environmental and economic goals:

- Plan tourism development in harmony with the environment's ability to regenerate and sustain economic activities in the long run;
- Utilize local resources and labour;
- Protect the diverse range of biological species and natural resources; and
- Recognize the contribution that local communities and customs make to the tourism experience.

Tourism Concern (1992) - Beyond the Green Horizon - Principles for Sustainable Tourism:
Sustainable tourism is:

Tourism and associated infrastructures that, both now and in the future:

- Operate within natural capacities for the regeneration and future productivity of natural resources;
- Recognize the contribution that people and communities, customs and lifestyles, make to the tourism experience;
- Accept that these people must have an equitable share in the economic benefits of tourism;
- Are guided by the wishes of local people and communities in the host areas.

B. Definitions of tourism and different types of tourism

61. Tourism can be described as the activities of persons travelling to and/or staying in places outside of their usual environment for leisure, business or other purposes (including visits to friends and relatives).

62. Tourism may be planned and/or organized in two main ways:

(a) *Individual travel* is a journey organized by a traveller, either directly or with help of a provider of tourism services, a tour operator or a travel agency;

(b) A *package tour* is a pre-arranged combination of not fewer than two of the following tourism services when sold or offered for sale at an inclusive price and when the service covers a period of more than 24 hours or includes overnight accommodation: — transport, accommodation, other tourism

services not ancillary to transport or accommodation and accounting for a significant proportion of the package tour.

63. Furthermore, while international tourism — where tourists travel from their home country to a different host country — often receives most attention, domestic tourism within a country is generally far larger in terms of numbers of tourists, and generates considerable impacts. For the purposes of developing guidelines on sustainable tourism and biodiversity, both international and domestic tourism need to be addressed, as must all the various forms of tourism, the major examples of which are outlined briefly in this section.

64. It is important to note that the World Tourism Organization emphasizes that all tourism activities, whether related to holidays, business, conferences, congresses or fairs, health, adventure or ecotourism, must be sustainable.

65. All forms of tourism have a certain negative impact on biodiversity if not planned and managed well. Although there are no formal definitions of different forms of tourism, the following descriptions represent a brief selection of the various forms of tourism (many of which overlap with one another) that can be identified within the overall tourism sector:

66. *Nature-based tourism* (including “*Ecotourism*”) involves individual and/or organized tours into natural areas. The World Tourism Organization describes ecotourism in the following terms: “Ecotourism is tourism practised in relatively undisturbed natural areas, for the main purpose of admiring and learning about them”. In the past, there has been confusion over the relationship of ecotourism to sustainable tourism, and some have regarded ecotourism as sustainable tourism with a focus on nature. It is therefore important to understand that ecotourism is just one of many forms of tourism, and that all forms of tourism, including ecotourism, must become sustainable. An activity that is described as “ecotourism” is not *per se* sustainable.

67. The activities involved in nature-based tourism are diverse and include hiking/trekking tours, hunting tours (on foot), safari tours (by car or on foot), marine-watching tours (by boat, and including scuba-diving).

68. Active holidays or *sports tourism* are focused on sports activities during the holiday, for example in winter: skiing, cross-country-skiing, snow hiking, snowboarding etc., and in summer: on the ground: cycling, hiking, horse-riding, mountaineering, etc., in the air: paragliding, etc., and on/in the water: rafting, canyoning, scuba diving, skin-diving, sailing, surfing, etc. Sports activities and tourism are intrinsically linked to sound environmental conditions and to the long-term maintenance of landscape qualities, and the principle of sustainability applies as much to sports tourism as to other forms of tourism. It is important that sportsmen and sportswomen as well as sports tourists in their own interests identify themselves with the aims of nature conservation and environmental protection and commit themselves to observing appropriate restrictions, assuming themselves responsibility for it.

69. Landscape and environmental resources must be utilized with awareness. This is the only way to prevent the principle of sustainability from being negligently infringed in specific situations. If a sportsman/sportswoman or sports tourist does not or cannot recognize such a situation of conflicting uses, responsibilities, criteria and measures must be developed and recognised in order to prevent them.

70. *Beach- and coastal-based tourism*, which is focused on “sun, sea and sand” and involves very dense development concentrated in coastal resorts. The main activities are relaxation with some watersports. The concentration of development which reflects the huge demand for this form of tourism has had major impacts in many parts of the world, including the Caribbean, the Mediterranean basin (which receives around 30 per cent of all international tourist arrivals), and South-East Asia, as well as in

resort areas elsewhere. Impacts include the effects of hotels and infrastructure development, damage to coastal ecosystems, and impacts from waste generation and from the massive scale of visitation.

71. *Mountain-based tourism*, including alpine/high mountain tourism involving skiing and winter sports during winter months, and walking during the summer months, particularly in Europe, trekking in mountain regions, such as the Himalayas, is also extremely popular, and has led to the development of mountain resorts and trekking routes in many mountainous regions of the world. The scale of development in the context of mountain ecosystems that are often fragile, can result in serious impacts on the environment and biodiversity in areas where mountain tourism takes place.

72. *Cultural tourism* focuses mainly on the cultural and traditional heritage of populations. It is mainly based around ancient relics and historical sites, as well as attractions that demonstrate old traditions in action. It further encompasses contemporary cultural events (eg. music and other festivals, theatre, etc.), museums and similar facilities. This form of tourism is most visible in towns and cities where these cultural attractions are concentrated, as well as around major historical sites. Frequent visits to attractions in remote areas can result in enormous negative impacts on the cultural and biological diversity.

73. Table 2 lists some descriptions of further forms of tourism.

Table 2

TYPES OF TOURISM ^{16/}

| Form of tourism | Attractions |
|------------------------------------|--|
| Historical/ archaeological tourism | Historic monuments, ruins excavations |
| Ethno-tourism | Traditional/indigenous communities and their folklore, buildings, economic life, handicrafts, shrines |
| Rural tourism (agro-tourism) | Interest lies in special cultural manifestations in a rural context, or at least in one close to nature, including rural estates (e.g. <i>fincas</i>), interesting villages, cultural landscapes and farming activities (e.g. rice terraces); horse-back-riding |
| Educational tourism | Courses and workshops (music, handicrafts, languages, natural medicine, etc.), based upon authentic local capabilities |
| Nature tourism | Interest lies in diverse nature, pristine at best |
| Scientific tourism | Interest lies in visiting social or ecological projects and trips for professional or educational purposes |
| Religious/esoteric tourism | Traditional places of pilgrimage, monasteries and other sacred places, traditional ceremonies, meditation centres, etc. |
| Health tourism/ weekend-outings | Thermal or mineral baths, cool mountain areas in tropical countries |

^{16/} Modified from: *Sustainable Tourism as a Development Option - Practical Guides for Local Planners, Developers and Decision Makers*, published by Federal Ministry for Economic Co-operation and Development, Environment Division and Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH, 1999; and Vorlauffer 1997.

C. *Tourism chain*

74. Tourism and travel form multi-component products that consist of a number of individual goods and services which are utilized in various phases of a process, also called the tourism chain. Distinguishing the five phases of the tourism chain helps in the analysis of the impact of tourism: ^{17/}

- (a) Preparation of a trip:
 - Wish to travel: media, advertising, information;
 - Search for offers, booking: travel office, travel agent, telecommunications;
 - Baggage, equipment, hobby articles: industry and commerce;
- (b) Travel to destination:
 - Transportation: car, bus, rail, airplane;
- (c) Stay at destination:
 - (i) Accommodation: hotel and other facilities;
 - (ii) Meals: restaurants, self-catering;
 - (iii) Leisure-time activities and consumption at site:
 - Industry/ commerce, transportation, other services (e.g., handicrafts and souvenirs which may raise issues in relation to trade in endangered species);
 - Cultural activities;
 - Activities on land: hiking, cycling, horseback riding, etc.
 - Activities in and on the water: swimming, diving, canoe/ kayak, surfing, sailing;
 - Activities in the air: gliders, parachutes, hang-gliders, etc.
 - Activities at special facilities: golf, indoor swimming, squash, theme parks, etc.
- (d) Return travel home:
 - Transportation: car, bus, rail, airplane
- (e) Post-travel activities:
 - Washing/drycleaning/ repair of equipment etc., developing photos, etc.: industry/ commerce

75. Many of the goods and services are only partially or indirectly connected with tourism, so that the product specifics of tourism must be given particular attention and a trip should be considered in its complexity.

IV. INTERNATIONAL-LEVEL APPROACHES TO SUSTAINABLE TOURISM

^{17/} Modified from: Federal Agency for Nature Conservation, *How much environment is travel going to cost us?* (Bonn, March 1998).

76. Table 3 shows a wide range of existing codes, guidelines, principles and position papers at the international level and also some at the regional level, that relate to sustainable tourism, and including some that refer specifically to sustainable tourism and biodiversity. Table 4 presents a consolidated list of the main headings and sub-headings that have been identified in the analysis of twelve of these codes, guidelines, principles and position papers prepared for the Workshop (UNEP/CBD/WS-Tourism/INF/1). The full text for each of the relevant statements identified in these documents under each heading is provided in that analysis.

77. The key conclusions from this analysis are:

(a) Principles and guidelines on sustainable tourism acknowledge the importance of biodiversity, but guidance so far available is very general, and detailed technical guidance is needed on how to implement and manage tourism in relation to biodiversity;

(b) Guidelines that are formulated specifically on tourism and biodiversity focus mainly on protected areas and the requirements of protected area managers;

(c) All the principles and guidelines analysed contain extensive common and complementary elements - no cases were found where one principle or guideline was in conflict with another;

(d) There are no internationally accepted guidelines currently available that provide a fully integrated approach to the general management of sustainable tourism and biodiversity, and which address the technical issues of implementation of internationally-agreed principles in these areas.

Table 3

| Document | Organization | Target Group | Focus |
|--|---|--|---|
| Code of Ethics for Tourists | CCA, Penang, 1975 | Tourists | Guidelines for tourists behaviour |
| Manila Declaration | CCA, Manila, 1980 | General | Analysis of negative impacts of tourism |
| Manila Declaration on World Tourism | World Tourism Organization (WTO/OMT), Manila, 1980 | | Positive aspects of tourism |
| TEN Declaration | Tourism European Ecumenical Network (TEN) Stuttgart, 1984 | Commitment | Action plan for tourism (view of the north) |
| Tourism Bill of Rights and Tourist Code | WTO/OMT, Sofia, 1985 | Countries; Tourists | Planning and support of tourism; Tourist code on behaviour |
| The Bad Boll Statement | Ecumenical Coalition on Third World Tourism (ECTWT), TEN, WCC Bad Boll 1986 | | Ecumenical approach to third world tourism |
| Beyond the Green Horizon: Principles for Sustainable Tourism | Tourism Concern (published by World Wide Fund for Nature), | Tourism sector; Governments; International | Principles, Guidelines and Measures |

| Document | Organization | Target Group | Focus |
|---|--|--|--|
| Tourism | 1992 | institutions; Local Communities, Experts; Practitioners | |
| Mission Statement on Third World Tourism | ECTWT Hongkong 1993 | | General Statement |
| Charter for Sustainable Tourism | Lanzarote, 1995 | Countries, Institutions, Decision makers, Experts, Organizations, Tourists | General Principles |
| The European Charter for Sustainable Tourism | Federation of Nature and Natural Parks of Europe, 1997 | Protected Areas, European Community, Tourists | General Principles focused on protected areas |
| World Congress Against the Commercial Sexual Exploitation of Children - Agenda for Action | Stockholm, 1996 | Countries; Civil Society; national, regional and international Organizations | Call for Action, (Combat Child Prostitution) |
| Workshop on Sustainable Development in the East African Region | Seychelles, October 1996 | Countries and the Advisory Committee of the Protection of the Sea | Recommendations to East African Regions |
| Manila Declaration on the Social Impact of Tourism | WTO/OMT, Manila, 1997 | Commitment of 'World Tourism Leaders' Meeting' | Social impacts of tourism, with highlighting of positive aspects |
| Malé Declaration on Sustainable Tourism Development | Asia-Pacific Ministers Conference, WTO/OMT, Malé 1997 | Countries; Civil Society; national, regional and international Organizations | General Guidelines for Sustainable Development of Tourism |
| Calviá Declaration on Tourism and Sustainable Development in the Mediterranean | Mediterranean States, 1997 | Declaration | Mediterranean Authorities and tour operators |
| Berlin Declaration | Countries, EU, UNEP, GEF, WTO/OMT, IUCN, SCBD German Tour Operators' Association (DFV), German Union for the Protection of Nature (DNR), German Association of Travel Agents (DRV), Forum on Environment and Development (Forum U&E) Berlin 1997 | Commitment | Biodiversity and sustainable tourism |
| Proposal of Global Guidelines for Sustainable Tourism and | German Federal Ministry of the | Countries (Parties of the Convention) | Biodiversity and sustainable tourism |

| Document | Organization | Target Group | Focus |
|---|--|--|--|
| Biodiversity to the fourth meeting of the Conference of the Parties to the Convention on Biological Diversity | Environment (BMU), Bratislava, May 1998 | | |
| Position Paper on the Global Code of Ethics | TEN, ECTWT, Equitable Tourism Options (Equations) Stuttgart 1998 | | Contribution to the WTO – Code of Ethics for Tourism |
| International Conference on sustainable tourism in Small Islands Developing States (SIDS) and other islands | Lanzarote, Spain October 1998 | Countries AOSIS, UNEP, WTO/OMT | Programme of Action for Sustainable Tourism in SIDS |
| Position paper Tourism and Sustainable Development to the CSD-7 | Forum Development & Environment, November 1998 | UN-Commission on Sustainable Development | Objectives, measures, actors for a sustainable tourism |
| Agenda 21 for the Travel & Tourism Industry | World Travel and Tourism Council (WTTC), WTO/OMT, Earth Council 1998 | Commitment Tourism Industry | Objectives, measures, presentation of best practice |
| Working Programme for Sustainable Tourism | Commission on Sustainable Development, 1999 | All stakeholders | Measures, objectives, policies |
| Global Code of Ethics for Tourism | WTO, 1999 | Actors in tourism, Tourists | Guidelines for the behaviour of tourists in destinations |
| Position Paper on tourism, poverty and sustainable development to CSD-7 | United Kingdom NGOs working on tourism, 1999 | Authorities, Tourism Industry, | Measures, objectives, policies, actors |
| Principles for the implementation of sustainable tourism | UNEP, 2000 | Authorities, Tourism Industry, | Measures, objectives, policies |
| Position paper on tourism | WWF-International, 2000 | Authorities, Tourism Industry, | Principles and guidelines |
| Statement “Tourism & Biodiversity” | Ad-hoc work group “tourism” – German NGO Forum Development & Environment, 2000 | To the Parties to the Convention on Biological Diversity | Principles and policies |
| Statement of Commitment | Tour Operators' Initiative for Sustainable Tourism Development, 2000 | Tourism industry | Measures, objectives, policies |
| Open Letter from the Conference “Mission Perspective in Tourism” | ECTWT Penang, Malaysia 2001 | | Principles |
| Draft Guidelines for the Conduct of Tourism in Territories Traditionally Occupied or Used by | Internal CBD document | Convention on Biological Diversity | Guidelines |

| Document | Organization | Target Group | Focus |
|----------------------------------|--------------|--------------|-------|
| Indigenous and Local Communities | | | |

Table 4

MAIN HEADINGS AND SUB-HEADINGS THAT HAVE BEEN IDENTIFIED IN THE ANALYSIS OF CODES, GUIDELINES, PRINCIPLES AND POSITION PAPERS ON SUSTAINABLE TOURISM (UNEP/CBD/WS-Tourism/INF/1)

| |
|---|
| <p>1 FRAMEWORK</p> <ul style="list-style-type: none">1.1 Legislative and institutional framework1.2 Economic framework1.3 Incentives and marketing1.4 Voluntary framework1.5 Networking and cooperation at all levels1.6 Development of suitable indicators1.7 Monitoring1.8 Research <p>2 PLANNING AND MANAGEMENT</p> <ul style="list-style-type: none">2.1 Establishment of sustainable tourism strategies and policies2.2 Tourism management in vulnerable areas2.3 Integrated land use management2.4 Reducing existing burdens (including pollution reduction, restoration of damage, standards, and use of appropriate technology)2.5 Carrying capacity2.6 Environmental impact assessment2.7 Sustainable transport development2.8 Sustainable use of resources <p>3 SOCIO-ECONOMIC AND CULTURAL ASPECTS</p> <ul style="list-style-type: none">3.1 Participation3.2 Contribution to the economic development and the well-being of local communities3.3 Preservation of cultural identity3.4 Respect for human rights, local communities' and indigenous peoples' rights <p>4 TRAINING AND AWARENESS RAISING</p> <ul style="list-style-type: none">4.1 Exchange of information, skills, and technology4.2 Training and capacity building4.3 Awareness raising |
|---|

V. MANAGEMENT APPROACH FOR SUSTAINABLE TOURISM AND BIODIVERSITY

A. Good practices for decision-making incorporating public participation

78. Where tourism as an activity that threatens/impacts or has the potential to threaten/impact biodiversity, either directly, or indirectly, through other social, cultural, political or economic drivers, measures are needed to:

- (a) Initiate or maintain protection of natural ecosystems;
- (b) Prevent or mitigate impact to those ecosystems;
- (c) Restore their integrity.

79. Strong frameworks for decision-making incorporating public participation involving the broader community in input to and review of decisions, including their prior informed consent, are essential for

/...

such measures if they are to work effectively. These need to operate at national, regional and site levels, and aspects to be considered in such frameworks for decision-making and public participation include:

(a) Strategic regional level appraisal of biodiversity resources, assignment of importance ratings and analysis of threat and vulnerability of biodiversity and ecological processes. A conservation plan might be the outcome;

(b) Identification of opportunities and constraints for tourism development that is linked to biodiversity resources. This considers market demand for access to particular types of resources for particular types of tourism activities. These could range from recreational mass-market demand to highly specialised niche market demand. It also must determine which types of activities each type of use without degradation of the primary resource can sustain. This could incorporate a public scoping exercise to frame the basis of and criteria for subsequent decisions. A strategic biodiversity/tourism assessment could be the outcome;

(c) Subregional planning: Usually conducted in conjunction with other land-use planning exercises, to ensure rationale allocation of biophysical resources and infrastructure, but with a specific focus on tourism and the potential impacts on biodiversity. Bioregional plans would be an outcome;

(d) Regional environmental management planning. An environmental impact management strategic analysis, identifying generic locations, levels and circumstances of acceptable impacts for permissible activities;

(e) Protected area planning: A protected area scale analysis, with a high level of detail would be desirable. Protected area conceptual development plans would be an outcome;

(f) Site-level planning: Conceptual analysis of a particular site, indicated as suitable for tourism development of a particular type, within the framework of a bioregional plan or a protected area conceptual development plan. Output is a concept proposal for a particular type of facility/activities. Nature, scale and market, activities would all be considered, as would management and mitigation measures necessary to avoid negative impacts, and ensure positive impacts;

(g) Site/activity environmental impact assessment: Detailed analysis of the potential impacts of a proposed tourism development, where the composition of the development is known, its precise location is known, and there is a detailed site plan, including all services, and nature and extent of all associated activities;

(h) Site/activity environmental management plan: Design of a detailed program of actions, timing and responsibilities for implementing measures to ensure that construction, operation and (possibly decommissioning) of a particular tourism facility/activity is conducted in accordance with the findings and recommendations of the environmental impact assessment, conceptual development plan and bioregional plan. It includes mitigation measures to prevent or limit impacts, and rehabilitation guidelines for impacted areas. It will also address a cycle of environmental audits during the construction, commissioning, operational and decommissioning stages;

(i) Strategic, regional and site level socio-economic assessments in relation to items (a) - (h) above;

(j) Assessment of the quality of information available and provided, and of the requirements for impact management, and any education, training and resourcing needs local planners, authorities, indigenous and local communities, etc., to address any gaps identified between the requirements of impact management / plan implementation, and available capacity and resources.

80. It is important to stress that these aspects of the decision-making and public participation framework need to be well-integrated with each other, and with broader national and regional policies, in order to function effectively. While some specific features of sustainable tourism and biodiversity can be treated individually, many are cross-cutting in terms of the issues raised, the departments and organisations involved, and the need for coordination between the various levels of decision-making.

B. Outline management steps for sustainable tourism and biodiversity

81. Based on this analysis, and the provisions of the Convention on Biological Diversity, the following sequence of ten management steps, each of which can incorporate public participation, is suggested as a basis for management of sustainable tourism and biodiversity:

- (a) Baseline information and review;
- (b) Vision and goals;
- (c) Objectives based on vision and goals;
- (d) Review of legislation and control measures;
- (e) Impact assessment;
- (f) Impact management;
- (g) Decision making;
- (h) Implementation;
- (i) Monitoring control and surveillance;
- (j) Adaptive management.

82. The focus of each management step, and its relationship to the Convention on Biological Diversity is set out in the following table:

| <i>Management step</i> | <i>Focus of each management step</i> | <i>Relationship to the Convention on Biological Diversity</i> |
|------------------------------------|--|---|
| 1. Baseline information and review | Current biodiversity and trends; current development and trends (socio-economic issues, etc.); current tourism and trends) including cost-benefit assessment (ie. internalisation of environmental and other costs re- tourism and biodiversity) | Article 6, Article 7, Article 12(b) |
| 2. Vision and goals | Biodiversity, tourism, sustainable development | Article 6 - National Biodiversity Strategies |
| 3. Objectives | Based on vision and goals | Article 6 - National Biodiversity Strategies |

| <i>Management step</i> | <i>Focus of each management step</i> | <i>Relationship to the Convention on Biological Diversity</i> |
|---|---|---|
| 4. Review of legislation and control measures | Laws, regulations, standards, economic measures, effectiveness, and enforcement for biodiversity, sustainable development, and tourism | |
| 5. Impact assessment | Environmental and social impacts, including tourism effects on biodiversity - taking into account the effects of other sectors also on biodiversity and cumulative effects | Article 8, Article 14 |
| 6. Impact management | Potential impact management measures to address environmental and social impacts | Article 8, Article 11, Article 14 |
| 7. Decision making | | Article 10(a) |
| 8. Implementation | | Article 10(b), Article 12(a) |
| 9. Monitoring control and surveillance | Compliance with planning and biodiversity management / impact management requirements; biodiversity and changes; development and changes (socio-economic issues, etc.); tourism and changes | Article 7 |
| 10. Adaptive management | Management of tourism , resources, and role and involvement of host community, with adjustment of management requirements / tourism levels in accordance with objectives for biodiversity | Ecosystem approach |

VI. CONCLUSIONS

83. The assessments of tourism and biodiversity that have been carried out under the Convention on Biological Diversity, the Commission on Sustainable Development, and by various other organizations at international level, and including the private sector, conclude that:

- (a) Biological diversity is a major foundation for many tourist activities;
- (b) Tourism has an impact on biological diversity;
- (c) Tourism can help to conserve biological diversity and to use it sustainably.

84. Based on internationally-agreed principles, codes, etc. on sustainable tourism and on biodiversity, that have been analysed for this Workshop, the following conclusions can be drawn:

- (a) All tourism should be sustainable;
- (b) Management of tourism is a shared responsibility which requires the cooperation and participation of a range of different stakeholder groups;
- (c) Tourism should respect local populations and the cultural specificities of host communities, and support social cohesion. This must include acknowledging the rights of indigenous and local communities to decide about, and to be fully informed prior to, tourism development, and to be

active participants in the development and operation of tourism activities in their communities, lands and territories;

(d) The tourism industry acknowledges the need for travel and tourism enterprises to respect international agreements on protection of the environment. The tourism industry must be responsible for direct impacts resulting from tourism activities on the environment, including those impacts that are manifest outside of destinations but which are linked to tourism;

(e) Management of all tourism must be consistent with ecosystem processes/ ecosystem principle/ associated ecosystems etc. And must maintain and enhance ecosystem functioning and biodiversity;

(f) Tourism should protect the natural and cultural heritage, and restore damage to this heritage where this has resulted from tourism;

(g) Tourism development must be fully integrated into overall sustainable spatial development, contribute to meeting local development objectives and create steady and fairly paid employment;

(h) Tourism activities in protected areas and identified vulnerable areas should be consistent with the purposes for which those areas have been established

(i) Guiding principles relevant to sustainable tourism and to biodiversity conservation and sustainable use, have been agreed internationally - a key task now is to focus on implementation that puts these principles into practice, and in particular, to provide technical guidance to tourism managers and to biodiversity managers on ways of working together with key stakeholders to deliver:

- (i) Conservation of ecosystem structure and functioning;
- (ii) Sustainable tourism in ecosystems conserving their structure and functioning;
- (iii) Fair and equitable sharing of benefits;
- (iv) Information and capacity building;
- (v) Restoration of past damage;

(j) International guidelines are needed that provide a fully integrated approach to the general management of sustainable tourism and biodiversity, and which address the technical issues of implementation of internationally-agreed principles relevant to these areas.

Annex

**FURTHER EXAMPLES OF INTERNATIONAL CONVENTIONS, TREATIES AGREEMENTS
AND OTHER INSTRUMENTS RELEVANT TO TOURISM ACTIVITIES**

A wide range of international and regional agreements are relevant to tourism activities, including the environmental effects of tourism. Examples include the following agreements:

1. Convention on Environmental Impact Assessment in a Transboundary Context, 1991.
2. United Nations Conference on Environment and Development: Agenda 21, 1992.
3. Non-legally Binding Authoritative Statement of Principles for a Global Consensus on the Management, Conservation and Sustainable Development of All types of Forests, 1992.
4. The Rio Declaration, 1992.
5. Convention for the Prevention of Marine Pollution from Land-Based Sources, 1974 (revised 1992).
6. Vienna Convention for the Protection of the Ozone Layer, 1985. Montreal Protocol, 1987 (amended 1990, 1992).
7. Convention on the Protection and Use of Transboundary Watercourses and International Lakes, 1992.
8. Draft Declaration on the Rights of Indigenous Peoples, 1992.
9. United Nations Framework Convention on Climate Change, New York, 1992.
10. Convention on Civil Liability for Damage Resulting from Activities Dangerous to the Environment, 1993.
11. Agreement relating to the implementation of Part XI of the United Nations Convention on the Law of the Sea of 10 December 1982, New York, 1994.
12. Buenos Aires Draft Convention on the Protection of the Underwater Cultural Heritage, 1994.
13. Agreement on the Preparation of a Tripartite Environmental Management Programme for Lake Victoria, Arusha, 1994.
14. Lusaka Agreement on Cooperative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora, 1994.
15. Draft Declaration of Principles on Human Rights and the Environment, 1994.
16. Conference of the Parties to the Framework Convention on Climate Change, Kyoto Protocol, 1997.
17. Alpine Convention.
