

## **REINHARD KLEIN**

### **Commissione Europea, Direzione Generale Impresa Capo dell'Unità per il Turismo**

Reinhard KLEIN è originario di Aquisgrana dove si è anche laureato in Ingegneria Civile.

A partire dal 1971, è stato per più di sei anni Assistente Scientifico, Lettore e Ingegnere Capo al Dipartimento di Programmazione Spaziale dell'Università di Dortmund dove ha conseguito il Dottorato. Già allora faceva parte del gruppo di elaborazione del piano per il turismo e del concetto delle aree per le attività ricreative di Rheinland-Pfalz, pubblicando inoltre articoli scientifici sulla programmazione nel settore turistico. Successivamente, per altri sei anni circa, è stato Responsabile della Programmazione Regionale e Direttore dell'Associazione per la Programmazione Regionale per la regione Mittelrhein-Westerwald, con sede a Coblenza.

Nel 1983, Reinhard Klein è entrato alla Commissione Europea. Per 11 anni ha lavorato alla Direzione Generale per l'Ambiente occupandosi principalmente del finanziamento di progetti per la conservazione della natura, dell'allestimento e del controllo della rete di Aree di Protezione Speciali/NATURA 2000 e dell'integrazione degli aspetti ambientali nelle Politiche Strutturali. Dal 1998, coordina la sezione "Protezione della Natura".

Dal 1994 al 1998, è stato coordinatore dell'Iniziativa Comunitaria INTERREG per la cooperazione al di là delle frontiere, presso la Direzione Generale della Politica Regionale. In quel periodo, ha trascorso un semestre accademico come EU-Fellow alla LB Johnson School of Public Affairs dell'Università del Texas, tenendo conferenze sull'UE come Lettore ed effettuando uno studio specifico sui processi decisionali ecologicamente validi nelle politiche strutturali.

Dal settembre 1998, è Capo dell'Unità per il Turismo, avendo seguito dapprima la "Promozione degli interessi dei turisti e della qualità" alla Direzione per il Turismo dell'ex-DG XXIII e, dall'inizio del 2000, dopo la ristrutturazione con la fusione della Direzione Generale Impresa, dirige l'unica Unità per il Turismo rimanente.

Reinhard Klein ha pubblicato numerosi articoli scientifici e tiene regolarmente conferenze all'università, anche come conferenziere ospite presso diverse università europee (Dortmund, Trier, Kaiserslautern, Salonicco, Amsterdam e Faro; Istituto Superiore d'Urbanistica e Rinnovamento Urbano, Bruxelles). E' membro dell'Accademia Tedesca per le Ricerche Spaziali e la Pianificazione Territoriale.

## **COMMISSIONE EUROPEA**

### **UNITA' PER IL TURISMO DELLA DG IMPRESA**

Il lavoro intrapreso dall'Unità per il Turismo della Direzione Generale Impresa si realizza nel contesto dell'importanza del turismo per la crescita, la prosperità e l'occupazione. Questo lavoro si fonda su obiettivi di miglioramento della qualità, della concorrenzialità e della sostenibilità del turismo europeo e delle sue imprese, nonché di tutela degli interessi del turista. Questa impostazione garantisce che quello del turismo sia un contributo ottimale alle mete fondamentali della Comunità. L'Unità porta avanti le proprie attività in stretta cooperazione con il Comitato Consultivo sul turismo formato dai rappresentanti degli Stati Membri e anche con le istituzioni europee - Parlamento Europeo, Consiglio dei Ministri, Comitato Economico e Sociale e Comitato delle Regioni. In linea con un approccio basato sulla consultazione e la partnership, l'Unità mantiene anche stretti rapporti con le organizzazioni rappresentative dell'industria del turismo e altri gruppi interessati soprattutto quando si tratta di affrontare problemi specifici.

Il Trattato di Maastricht ha incluso, per la prima volta, "misure nella sfera del turismo" nella lista delle attività comunitarie previste a sostegno degli obiettivi globali della Comunità stessa. (Nota: Art. 3(1)u del Trattato istitutivo della Comunità Europea). Nondimeno, il Trattato non offre una guida particolare per la politica comunitaria sul turismo e non esiste una base legale specifica per i provvedimenti della Comunità sul turismo. Ciò significa che ogni atto del Consiglio dei Ministri nel settore del turismo richiede l'unanimità degli Stati Membri.

Uno dei ruoli principali dell'Unità per il Turismo della DG Impresa consiste in un'attività di coordinamento in seno alla Commissione Europea, con l'intento di far sì che gli interessi del turismo siano idoneamente considerati nella preparazione della legislazione e nell'attuazione dei programmi e delle politiche che non sono di per sé concepite in termini di obiettivi per il turismo. In pratica, molti programmi e molte politiche includono una dimensione turistica o hanno conseguenze significative su attività connesse con il turismo. Questi programmi comunitari incidono notevolmente sullo sviluppo dell'industria del turismo, sugli interessi dei turisti e sullo sviluppo ed il mantenimento del patrimonio naturale e culturale.

# IDEAS FOR INNOVATIVE POLICIES -

## INTRODUCTION

Sustainable tourism is tourism that is economically and socially viable without detracting from the environment and local culture. Thus, sustainability means business and economic success; environmental containment, preservation and development; and social responsibility – three facets that are interdependent.

One of the major evolutions in the global Agenda 21 process is a direct call for a focus on sustainable tourism in the Johannesburg Summit's Plan of Implementation. The Plan also outlines in detail actions to be taken at all levels in order to change unsustainable patterns of consumption and production, including the EU proposed 10-year framework for programmes in support of regional and national initiatives. When looking on these actions, and the objectives guiding them, we see that they are also highly relevant for sustainable European tourism.

### 1. KEY CHALLENGES AND OBJECTIVES

Despite current difficulties, the tourism boom in Europe and the growth of the sector are set to continue - in a fiercely competitive global market: the volume of European tourism is expected to double again over the next 20 to 25 years. But, the large sales volumes, low profit margins and rapid turnover that characterise the industry create difficulties in meeting sufficiently broader socio-economic and environmental requirements. A range of destinations - in particular some coastal zones and islands in the southern part of Europe, some mountain resorts and certain cities - have experienced negative effects of a tourism development that exceeds their carrying capacity.

Furthermore, there is a growing tension between the development of European transport infrastructure and services, and the mobility requirements of the industry. Similarly, tourism requirements in relation to wise land-use, local cultural identity and local resident needs have in some cases generated tensions in the economic-environmental-social sustainability framework at a regional level.

Also problems regarding seasonality remain. High season operation caters for peak demand, and this can overcrowd a destination's carrying capacity. Off-season operation leaves over-capacity in infrastructure and enterprises, and lack of continued employment. This in turn leads to difficulties in attracting and maintaining the tourism workforce, and difficulties for tourism sector businesses and employees.

The central challenge that an Agenda 21 for the sector has to address is: How can the expected sector growth be managed in such a way as to ensure that it can be commercially successful through a quality development that avoids environmental and social degradation?

Influencing and convincing consumers, and developing their sustainability thinking, is seen as a successful approach to provoking changes in the product offered. This requires a long-term process, whereas the sustainability challenges generated by the tourism process are more immediate. The sustainable behaviour of tourists is key to sustainable tourism. Consumers and suppliers follow traditional behavioural patterns, often bound by narrow economic imperatives and decisions based on price in a sector that still needs to internalise socio-economic and environmental cost to get its prices right.

In order to establish a pattern of sustainable destination development it would be necessary to consider how to: preserve the regional diversity of European tourism; ensure quality and consider community well-being in tourist destinations; protect, conserve or restore European coastal zones, protected areas and cultural heritage sites; and promote sustainable inter- and intra- destination mobility.

Supply chain management involves competitive enterprises and good competition. It is linked to quality management for the production of tourism goods and services and a market-based system that de-links economic profit from environmental and social cost. Corporate social responsibility, adequate employment and learning opportunities; certification systems to promote sustainable production and consumption patterns, and new technologies where appropriate, further sustainable tourism.

Tourists, residents, destinations, enterprises, and public administrations need to contribute to the realisation of sustainable tourism objectives. Many of these stakeholders have already started to respond to the challenges. A body of sustainable development information, policy tools and best practices exists. Some of these tools need further development. In particular, there is an urgent need for: reliable carrying capacity analysis techniques; elaboration of user-friendly sustainability reporting mechanisms also for public administrations and funding institutions; and the development of integrated statistical monitoring and indicator systems to provide policy-relevant information to manage tourism supply and demand. Partnership solutions offer the possibility of moving the industry forward and of overcoming lack of cohesion between stakeholders.

We have already the global Agenda 21 for the Travel and Tourism Industry and a Tourism and Agenda 21 resolution of the UN Commission for Sustainable Development. There are International Guidelines for Sustainable Tourism produced by the United Nations Environment Programme (UNEP) / Convention on Biological Diversity. The World Tourism Organisation also launched the Global Code of Ethics for Tourism Businesses, and UNEP co-ordinates the Tour Operators Initiative to develop voluntary guidelines for responsible corporates. Several other measures such as the European Charter for Sustainable Tourism in Protected Areas, eco-labelling schemes and some exchanges of best practice exist.

At a national level certain countries are drawing up National Sustainable Development Strategies that include tourism, or more specific tourism sector national plans. Regionally, several tourism monitoring and indicator system prototypes are being designed and tested. At a local level, Local Agenda 21 is regarded as a key tool to manage a sustainable tourism process, and a number of municipalities are involved in its implementation.

But a major issue is: why all these available approaches, initiatives, instruments and good practice have so far been insufficiently taken up on the ground? It not only suggests following a demand-driven approach. It also points to the need of respecting and developing the structured competences, responsibilities and possibilities that exist with regard to the different public and private stakeholders. Multi-stakeholder activity is at the core of organising a system that utilises the European partnership potential. Inter-linked networks can cover all stakeholders involved. Networking between tourist destinations at European level makes it easier to promote sustainable, high-quality tourism and competitive businesses. Such efforts can also be linked to the mobilisation of existing competence and support centres for the development of knowledge and observation regarding tourism. The question is: are stakeholders ready to go this way?

## 2. TOWARDS SUSTAINABLE TOURISM IN EUROPE

The sustainable tourism strategy needs to primarily identify, systematise and bring to implementation specific action and good practice measures to be developed in both the public and private sectors. In general, with regard to a demand-oriented approach and to improving the stakeholder supply chain, destination development, and the institutional framework, the following focal areas can be distinguished:

- Consumer-oriented awareness raising
- Multi-stakeholder partnerships and networks;
- Governance and policy integration at each level;
- Stakeholder commitment, capacity building, and good practice to sustainability;
- Multi-stakeholder monitoring and reporting.

Also at the regional and local levels good governance, better regulation and policy integration are of central importance. Regional spatial planning and support and funding for local authorities and small and medium enterprises are means for approaching Agenda 21 implementation. Regional stakeholders are an important link to the local level, for concrete indications and support to local authorities and tourist destinations, and to the tourism enterprises and local civil society groups.

At a local scale, systematically extending the use of Local Agenda 21 specifically to tourist destinations can be seen at the centre of efforts to be undertaken. Alongside Local Agenda 21 implementation, which also provides the mechanisms for bringing citizens into the process, the techniques developed with regard to the Integrated Quality Management of tourist destinations, and the Learning Area approach can guide good governance and policy integration at this level, and develop innovation with regard to sustainable tourism development. Services, support functions, competent bodies and business intermediaries are important stakeholders for transmission.

The tasks that destinations and public bodies fulfil with regard to sustainable tourism can be best performed through adopting at all levels of government, from European to local level, the principles of openness, participation, accountability, effectiveness and coherence. For tourist destinations and public authorities this would mean:

Quality management and carrying capacity. Performance and development should be guided by quality and carrying capacity considerations. Quality and customer satisfaction do not require catering for all tourist needs and demands, but can be based on local cultural and natural features. As regards carrying capacity, there are limits of quantitative growth, but a lot of scope to grow in quality and to make best use of a given carrying capacity through good destination, product and quality management.

Multi-stakeholder partnerships for governance. These partnerships involve the different types of stakeholders, i.e. public authorities, private business, and other civil society groups. All of them could have direct input into these governance-by-partnership processes through appropriate stakeholder fora. This

formula allows the integration of governance into policy-making through partnerships, addressing issues such as participation, openness and transparency, subsidiarity and proportionality.

Coherent policy integration and effective policy-making. Integration of environmental and social policy with economic and enterprise policy, balancing these three pillars of sustainable development, can be seen at all levels as a crucial way to sustainable future economic development. For destinations, inter-disciplinary land-use management at regional and local level is central to the process of integrating sector and thematic considerations. Impact assessment procedures and monitoring and indicator systems as decision-support mechanisms can assist policy-integration and effective policy-making.

Accountability. Transparency uses mechanisms measuring the balanced public management of economic development, social cohesion and environmental protection. Destinations and public authorities could develop the same accounting systems focusing not only on the economic effects of activity, but also measuring and reporting public and private performance against social and environmental parameters, as private corporations will have to use.

Promotion of sustainable product policies. Beside sustainable procurement policies, tourist destinations and public bodies would need to improve their sustainability performance. They could involve themselves in the development, promotion and use of market-instruments, voluntary agreements, labelling and certification schemes to facilitate take-up and the adoption of components of a sustainable quality tourist product by all stakeholder categories.

Sustainability knowledge and learning. Up-graded skills help tourist destination managers and other public authority bodies deliver sustainable tourism development. They should be familiar with the core documentation of sustainable tourism: global and European initiatives, National Sustainable Development Plans, regional instruments, and Local Agenda 21. In particular, areas that are strategically important for sustainable tourism development should be targeted, such as inter-disciplinary teamwork, monitoring and reporting, use of new technologies, networking mechanisms and workforce issues.

### 3. The European-level contribution

Alongside the great diversity of European tourism, the principle of subsidiarity and the lack of a specific competence define the tourism activity of the European Community as a public stakeholder. National administrations shape the tourism policies, and subsidiarity means regional authorities are defining their tasks in own responsibility.

However, its cross-border importance and volume make tourism a European-wide issue. Ensuring coherence and good use of measures in the different Community policy areas particularly requires the Commission to promote adequate sustainability impact assessment of EU regulatory and policy initiatives likely to affect sustainable tourism development.

Specific orientations and guidelines are needed to help local authorities and the tourism private sector to formulate their own Agenda 21 at the local or sub-sector levels. But they can only be the result of a multi-stakeholder voluntary process largely based on regional, local and non-public stakeholder involvement, endorsed however at European level. Bodies representing tourism industry, regional and local authorities and civil society interests are asked to involve themselves with commitment in this process. They should contribute with knowledge, experience and views to the work needed and promote the messages to public and private players at the various territorial levels.

Specialised agencies or networks working on relevant issues can provide an important contribution for specific thematic issues. Internationally established and operating tourism corporate companies that have a role as trend-setters could be involved directly in the concrete work undertaken. They largely base their sustainability efforts directly on global and international documents and processes, and implement them trans-nationally in their individual business policies and strategies.

Monitoring the situation and measuring progress at all levels, from the European level to the local level requires the development and application of a Tourism Monitoring and Indicator System that should be specific for each level, but coherent across the different levels. Undertaken in a multi-stakeholder effort, such a flexible, inter-disciplinary and integrated system would suit the information needs at the level in question, but would be capable of interfacing with other systems when necessary. Based on work already underway, parallel efforts could be undertaken from both ends: developing a coherent European-Level Sustainable Tourism Monitoring and Indicator System, and establishing the prototype of Local Destination Monitoring and Indicator Systems.

These efforts could result in an information and observation system that could lead to delivering a regular Report on Governance of Sustainable European Tourism. This common effort could involve a European

Multi-Stakeholder Monitoring and Steering Group for Tourism Sustainability that should, as far as possible, be tourism industry-led.