Commission on Sustainable Development
Seventh Session
19-30 April 1999, New York

TOURISM AND SUSTAINABLE DEVELOPMENT

WORKERS AND TRADE UNIONS IN THE WEB OF TOURISM

Background Paper # 2

Prepared by the
International Confederation Free Trade Union & Trade Union Advisory Committee to the OECD

Workers & Trade Unions in the Web of Tourism

Prepared by the
International Confederation Free Trade Unions & Trade Union Advisory Committee to the OECD

A. Introduction

1. For hundreds of millions of workers "taking a holiday" is a major goal of working life. It provides relief from the stresses and strains of the daily grind which people look forward to all year. Paid annual leaves and limits to the working week, creating the weekends and vacations, are major achievements of the trade union movement. Yet the success of trade unions in creating the basis for mass tourism is now leading to serious stresses and strains on the environment, especially in some of the worlds most beautiful places, notably its coastlines.

2. In this paper, the International Confederation Free Trade Unions (ICFTU) and the Trade Union Advisory Committee to the OECD (TUAC) look at the social, political and economic dilemmas of the tourism industry from the point-of-view of workers in the industry, who are also consumers of tourism services. It attempts to analyse the complicated "web of tourism" in order to identify strategies, policies, and programs, which can help to prevent the tourism we all desire from becoming ever more destructive of the natural environment on which the industry depends. Its focal point is the distinction between work and leisure that current economic and social forces have created, and which, for trade unions, is a key to understanding how sustainable tourism could become the norm rather than a niche in the market.

B. Industry Initiatives and Management of Tourism

The Two Sides of Worker Engagement in Tourism

3. Trade unions are well placed to play a role in making sustainable tourism a reality. Firstly, our members join the Web of Tourism as its consumers. Secondly, a growing number of our members make up the arms and legs of the "Web" itself, providing the labour to sustain it as an industry. To sustain the growth of the tourism industry, economies everywhere must ensure that workers earn sufficient disposable incomes to become tourists in the first place. About 130 million members throughout the world belong to trade unions that are affiliated to either ICFTU or TUAC. Most are potential tourists, to whom we have access through our National Affiliates and International Trade Secretariats, with whom we would work to changes attitudes, perceptions and the habits of tourists. In addition, we would work for structural changes in the "Web" itself. Workers and employers must find ways to achieve a sustainable industry. In fact, tourism workers have the potential of becoming active agents of change amongst the tourists they are paid to serve, which opens the possibility of a "Double Dividend" that reaches into the core of the industry from both perspectives, consumption and production. Workers and trade unions have this unique capability, however it can only be achieved with the co-operation of employers, governments and NGOs.

4. Many union members are tourists, because they have the necessary disposable income, time-off, and other benefits. Furthermore, a vast majority of these workers come from industrialised nations, where unionisation has raised working and social conditions for most of the remaining labour force, including retired workers who were unionised (or have benefited from a unionised environment) and are more likely to enjoy an adequate pension. The oft-repeated principle that "everybody has a right

to tourism and leisure activities" applies mainly to those workers who have benefited from unionisation.

5. Workers in the Web of Tourism are producers of goods and services in all aspects of the "Web" and its related industries. According to estimates, 1 out of 9 workers in the world are employed in tourism, including a disproportionate representation of women, youth and racial minorities, and its importance as an area of employment is expected to increase. We speak for the members who build, operate and maintain the vast Web of Tourism, whether in transportation, tourist sites, or the vast physical or social infrastructures upon which they depend. Also, they are employed as public sector workers in planning, administration, research and enforcement, as well as by contractors and suppliers to the industry. Finally, we speak for workers on farms, restaurants, and convenience stores, and even those involved in the "shadow side" of tourism (e.g., child labour, the drug and prostitution trades).

Opportunities for Positive Transformation

6. There is a growing acceptance among trade unions of the need to promote sustainable development, by forming environment committees, and engaging in collaborative efforts with employers and other partners. Successful action is therefore possible, especially when other positive features of tourism are considered:
  - Workers in the "Web" are most likely to become involved. In fact, many are already "environmentalists" due of the nature of their work. However, whatever their place in the "Web", workers can see direct benefits of promoting change and convincing others to do the same as a means of promoting and securing their employment.
  - Tourists are open to new ideas. Tourism holds the promise of rest, escape and life-enhancement by changing perceptions, awareness and one's state of being. This holds positive residual effects for society in general, by providing a climate of openness to new ideas and a better understanding of the world.
  - Self-destructive elements provide an impetus for change. Tourism is an area in which unsustainable patterns threaten the industry itself by degrading the resources or attraction on which it depends for its survival.
  - Change is occurring. The tourist industry has already provided us with numerous examples of positive action, which show that change is possible.

Guiding Principles for Change in the Tourist Industry

7. "Guidelines Concerning Community Policy Towards Tourism", now a part of the European Environment Action Plan (EAP), summarises alternatives for change in the industry into three categories, each of which imply change for workplaces and workers:
  - Diversification to allow better management of 'mass tourism', and replace a "monoculture" type of tourism which is usually unsustainable.
  - Improvement in the quality of tourist services, including information and awareness building, and management of visitors and facilities.
  - Changing tourist attitudes and behaviour, through media campaigns, codes of behaviour, and choices in such areas as transportation.

8. International tourism is almost exclusively a phenomenon of industrialised northern nations, which virtually excludes people from the developing countries; i.e. these nations are the major

consumers of the world's resources, and, must therefore bear primary responsibility for changes to patterns of consumption and development in the industry. Labour market conditions under which workers become tourists reflect the objectives of employment and poverty alleviation, as reaffirmed at CSD98:

> "Poverty eradication is central to sustainable development strategies and industry has a key role to play in this respect … in order to provide sustained increases in household income and social development, and the protection of the natural environment through the efficient use of resources. "

9. CSD98 also reaffirmed the need to act on the social conditions that affect the well-being of workers far beyond the workplace:

> "…the over-riding social policy challenge for government and industry is to promote the positive impacts while limiting or eliminating the negative impacts of industrial activities on social development …. [Governments] should cooperate with industry, trade unions and other concerned organisations of civil society in expanding, strengthening and ensuring the sustainability of social security schemes …. based on mandatory worker and employer participation."

Barriers to Worker Engagement

10. *Modern industrial relations preclude engagement.* Workers become tourists on their vacations, holidays, and other defined "time away from work", reflecting the separation of life at work from life away from work, for purposes such as holiday planning and information. Unfortunately, in spite of advances in human resource management, "Taylorism[1]" remains the rule in most workplaces, which not only ruins the relationship of workers to their work, but by its nature, dictates that they have little say about terms and conditions of their work. At the extreme, it creates conditions where workers are not allowed or encouraged to think for themselves or take responsibility for their own actions. Working under such conditions would invariably affect how workers plan and conduct their lives away from work (as consumers), including for their holidays. There is a need to understand tourist behaviour more fully as it relates to modern industrial relations realities.

11. *Workers and human beings are often degraded.* Dignified and productive employment remains the only lasting route to many Agenda 21 objectives, especially the alleviation of poverty. However, some parts of the tourist industry still degrades labour and drive workers to the lowest levels, exhibiting the worst side of unsustainable production. In these cases, tourism is associated with the ultimate violation of human rights and dignity; e.g. with such atrocities as child labour and prostitution as exposed in "In the Twilight Zone" (ILO, 1995). In less extreme cases, it depends on the exploitation of target groups as a source of cheap labour; e.g. women, youth, and underprivileged racial and ethnic minorities.

12. *Globalisation contributes to a deterioration of working conditions, especially where local populations have little prospect of alternate employment.* Multinational enterprises (MNEs) have grown in the tourist industry, and are in a position to play off one potential host country against another in their search for jurisdictions willing to sacrifice standards in order to attract badly needed

---

[1] Refers to the 'scientific management' introduced by American engineer F. W. Taylor in the early 20th Century, who was credited with advocating a strict segregation in the work process between tasks involving 'conception' and those involving 'execution', with workers being restricted to the latter.

investment. As a result, labour and human rights violations are common in the Web of Tourism, affecting women, youth and racial minorities in particular.

"Double Dividends" Through Workplace Change

13. Trade unions must work on joint approaches to environmental management that dismantles barriers to effective worker participation, thereby opening possibilities for a "Double Dividend." Worker participation can be achieved by:

14. *Making Sustainable workplaces a given within the Web of Tourism and beyond*. Only sustainable workplaces are compatible with Agenda 21 goals. Only in them are we likely to find the requisite levels of income and conditions of work and community life that enable people to become tourists. CSD98 operationally defined a sustainable workplace as one that:
   - Ensures the participation of workers and their trade unions, including the recognition of Freedom of Association and Freedom to Bargain Collectively, as well as other pre-conditions to worker involvement in workplace change.
   - Promotes equality in employment and prohibits forced or child labour.
   - Integrates health and safety with sustainable development measures. Workplace health and safety is a barometer of wellbeing in both employment and community life and will continue to be a model of positive action in both areas, with benefits for both employers and workers.
   - Promotes and preserves employment as a means of combating poverty and raising standards of life in the community.

15. *Involving the worker as a complete person*. Required changes in Tourism will only take place if workers become totally involved, not just with their muscle and labour-time as implied in the Taylorist model, but with their hearts and minds as well. In short, their spirit and capacity to care and be creative must be brought to bear on strategies for sustainable development. However, they must:
   - feel secure that their jobs and livelihoods are not threatened, otherwise there is little incentive for involvement;
   - derive sufficient benefit from work to participate in the activities of their society, including sufficient income to become tourists themselves;
   - feel encouraged to take part within an environment of trust and involvement.

16. Trade unions are not only crucial to worker involvement; they are in a position to facilitate education and communication, and to provide meaningful intervention with governments, employers and other stakeholders. Finally, 'best practices' initiated in the unionised workplace must ultimately be reflected in small and medium-sized operations, which make up the bulk of the tourist industry. Any strategy that does not include SMEs, will have failed before it begins.

17. *Joint management-worker tools of occupational health & safety for broader sustainable development issues.* Workplace health, safety and environment committees continue to show what can be accomplished through co-operation and joint ownership by both workplace parties in joint stock-taking, target-setting, implementation measures, and engagement (e.g., collective bargaining, partnerships, etc.) These workplace approaches need to be co-ordinated with efforts to change the consumption patterns of our members as described in Part C (concerning Consumption Patterns of Tourism).

18. *Employers assuming new forms of leadership*. Human resource strategies that go beyond traditional practices are necessary to create a workplace climate that promotes the engagement of workers in action towards sustainability. A number of measures to bridge the gap between time-at-work and time-away-from-work would have a positive effect on the Web of Tourism. In Part C, we will discuss the importance of co-ordinated holiday planning with workers, a concept already adopted by a few large companies, as a way of orchestrating more sustainable patterns of consumption in their holidays. Furthermore, collective bargaining has yielded several innovative and highly successful approaches that can be readily applied to worker holidays. These include structures for discussion, information sharing, auditing, and references to national and international standards, etc.

19. *Government and self-regulation.* A legislative and regulatory regime is necessary as market decisions tend to be based on a short-term view, while environmental consequences and the interests of the community are of a long-term nature. Furthermore, certain environmental "assets" must be conserved despite their potential economic value. CSD98 recognised that government can intervene positively in a number of ways; i.e. planning, environmental impact assessments, research and development, etc.:

> "… to promote the integration of environmental and industrial policies, with emphasis on the preventive approach. Governments need to adopt policies and regulations, which set clear environmental goals and objectives for industry through strategic environmental policies at the national and sub-national levels. They also need to develop and promote appropriate policy frameworks to help mobilise the full range of domestic and foreign resources from all sectors, including industry, in support of sustainable development."

20. Government and public policy must play a number of significant roles, as recognised in the Mediterranean Commission's "Blue Plan" and elsewhere. They can also do much to create an industrial relations climate of participation and respect for workers, which is vital to their engagement in sustainable development.

21. Self-regulation mechanisms (SRMs) have increased in recent years as part of a mix of solutions for implementing sustainable development. They are often referred to as voluntary initiatives or agreements, but also as codes of conduct, environment management systems, partnership agreements, framework agreements, etc. Promoted mainly by business, SRMs may also be promoted by governments and other parties and instituted as policy instruments. CSD98 initiated a review of SRMs by trade unions, NGOs and business, who are currently discussing terms of reference for a full-scale review. Trade unions believe that SRMs should be used to complement and strengthen government regulation, not replace it. They must also incorporate trustworthy verification and reporting. SRMs in the Tourism Web must also be subject to these conditions.

22. *World agreement to foster worker engagement.* The CSD should publicise co-operation between unions and employers as "best practice", and ensure that labour standards apply equally to all countries and all sectors. Moreover, it should encourage a survey of green agreements within multinational enterprises and SMEs in tourism, to provide information about the involvement of workers and their trade unions. As well, the ILO has developed sustainable development indicators based on its Conventions, Recommendations and other instruments, which should serve as a basis for the implementation of sustainable development strategies. Attempts should also be made to identify and transform job ghettos for youth and women into meaningful job entry positions.

23. Problems in the tourism industry must be addressed within an international context to avoid the potentially damaging consequences of companies or nations seeking to gain a competitive advantage at the expense of the environment, employment or human rights. All countries should be encouraged to ratify ILO Conventions 1, 14, 132, 153, and 140 concerning Rest and Paid Leave, as well as giving effect to Recommendation 37, concerning Hours of Work in hotels, restaurants and similar establishments. There is also a need for a harmonisation of financial instruments to ensure that measures in one country do not counteract those in another, as well as a need for international co-ordination of activities and information on environment and for the co-ordination of technology.

24. Finally, multilateral environmental agreements (MEAs) and targets relating to environmental protection and trade must be fully translated into national and local law and must not conflict with sustainable development transition measures, or undermine basic environment and labour standards. Such agreements should promote the strengthening of existing standards wherever possible. The OECD is currently undertaking a review of "the OECD Guidelines for Multinational Enterprises". Such guidelines must conform with the requirements of sustainable development as contained in Agenda 21, and result in a substantially improved Chapter on Environmental Protection.

25. *A central role for local government.* Denmark's "Green Cities" illustrate how local government can enlist the involvement of many sectors of civil society to promote full community involvement in sustainable development. Both tourism organisations and trade unions must be involved. Moreover, local government is required to maintain services and infrastructure in conjunction with other levels of government, in such areas as transportation, energy supply, waste disposal, water supply and sewage disposal, roads, communication and increasingly, in new information technology systems. These services must remain under government control and within the public sector. For example, The Public Service International has proposed a "Water Code of Conduct" to ensure public control of water and sewage treatment, on the premise that clean water and safe disposal of sewage and other contaminated effluents are basic to the health, welfare and prosperity of all citizens.

C. Influencing Consumer Behaviour to Promote Sustainable Tourism: "Looking at Tourist Behaviour"

26. The behaviour of tourists is related to a large number of social and economic factors, and is a response to the nature of the tourist industry itself. A priority for trade unions is to change the behaviour of their members as consumers of tourism, by capitalising on opportunities, which exist in their dual role as workers and tourists.

Relating Tourist Behaviour to the Nature of Work

27. Although there are many factors that contribute to negative patterns of tourist behaviour, much of the behaviour of workers can be attributed to their experiences at work. Firstly, Taylorism [2] (as a dominant management style) militates against involvement by dictating that the worker will not be engaged in their work beyond the strict execution of work as assigned. Secondly, it presumes that "personal life" begins only when the worker is off work, where standards of conduct, self-discipline and responsibility may take on another meaning. Such a regime not only lays the basis for inappropriate consumption and forms of behaviour when they become tourists; it also means that

---

[2] Refers to the 'scientific management' introduced by American engineer F. W. Taylor in the early 20th Century, who was credited with advocating a strict segregation in the work process between tasks involving 'conception' and those involving 'execution', with workers being restricted to the latter.

workers will not take full advantage of opportunities for sustainability while at work. However, negative tourist behaviour is more than a matter of attitude as negative consumption patterns are ingrained in the tourist industry itself. It promotes and caters to a form of tourism that includes:

- A "consumerist" approach to the world, its people and its resources. Tourism often emphasises the "consumption" (and 'over consumption') of services, foods, artefacts, and resources. Imports to satisfy these demands result in new values, norms and consumer trends imposed on the host community.
- Insufficient awareness of or respect for the host community. Ignorance or disregard by tourists for local laws, norms and codes of conduct, and/or because they are competing with locals for resources can lead to conflict.
- Insufficient knowledge or appreciation of the environment and its complex relationship to human activities, in general or as applied to specific areas.
- "Products" and advertising which portray unsustainable behaviour as a norm, and provide little information to encourage or enable other forms of tourism.

Changing Tourists at the Workplace

28. *Education is a key to changing tourist behaviour*, and workers are more likely to be open to learning experiences during leisure time than during their working life. When empowered with knowledge and institutional support, workers have shown that they will change, and ultimately become a "market force" for change.

29. *Trade union education for change.* Trade unions have developed an elaborate system of education with links to formal educational institutions. In fact, in many countries, unions are the largest providers of non-formal adult education, with the capacity to provide a significant portion of the population with the knowledge, values, commitment and skills to participate in change. The ILO ACTRAV "Worker Education and Environment Project" contains many of the elements of education for sustainable development, within an interactive or "popular" approach, that is well understood by union educators. Education outcomes must have an impact on the hearts and minds of all workers who become tourists. In the workplace, they must be translated into opportunities for discussion and information through such mechanisms as health, safety & environment committees and bargaining of "Tourism Partnership Agreements" that call for such activities as literature distribution, workplace education, electronic communication and interaction. Employers must be convinced to take a leadership role, however, and to involve the tourist industry in these efforts. Local authorities and national governments must also play a role.

30. *Integrating sustainability into job training.* Sustainable tourism can be introduced into training programs for tourism workers to raise the general level of knowledge and understanding, inculcate appropriate environmental attitudes and values, and provide the tools to apply these to specific jobs. Similar training should be available to tour operators, tourist business operators, and government regulatory personnel, as well. This education should be the shared responsibility of government, private sector operators and trade associations, local tourist organisations, formal training institutions, as well as unions and other representative bodies. In addition, the support and involvement of the Hotel, Catering and Tourism Section of the ILO's Enterprise & Cooperative Development Department should be sought and efforts should be co-ordinated among intergovernmental bodies.

31. *Worker-employer holiday planning*. Simply educating individual workers is of limited value, given the manner in which problems are ingrained in the Tourism Web. There must be support for change at the workplace; e.g. workers and employers should plan for sustainable tourism in the same way as most collective agreements or employment standards regulations, which already provide for specified holiday periods. Mechanisms are needed whereby workers and their trade unions, employers, governments and industry (e.g. travel agencies) can produce special sustainable tourism packages for use by workers. If extended to educational leave and retirement, the potential for change is tremendous.

32. *A special focus on worker-tourist points of contact.* Some workers in the Tourism Web already have the job of educating tourists about sustainable development (e.g. parks and nature conservation staff). Most others currently do little in this area. Flight attendants, information clerks, restaurant workers, ticket agents, musicians, and bus drivers constitute a vast, untapped pool of tourism workers who are potential teachers and promoters of sustainable tourist behaviour. To realise this educational potential requires a major change in the workplace. Workers and employers within the Tourism Web can begin by jointly instituting improvements in their own workplaces, focusing first on simple, low-cost changes related to water wastes and uses, energy wastes and uses, waste recycling and reuse, and toxic substances. What tourism workers learn from these exercises would form the basis of education they direct at the tourists they serve. As reported at CSD98, employers and trade unions have already developed a variety of management tools to make these changes.

33. *"Windows of Opportunity" within the tourism web.* Once their educational aims are clarified, employers and planners in the tourist industry must seek as many opportunities as possible to involve workers in efforts to change tourist behaviour. Trade unions are willing to work with employers, governments, NGOs and the tourist industry, to find ways to use tourist information centres and interpretative programs to heighten tourist awareness, and utilise the potential of union members in different ways. It requires a new rapport between workers and employers, where minimum industrial relations standards for participation, employment and equality are ensured. Joint efforts will identify other potential points of contact. As much as possible, all tourist information outlets should promote public education efforts e.g.:
- Transportation, while travelling and in transit;
- Hotels and accommodation, while resting and being entertained;
- Entertainment, while consuming music and art;
- Sports and recreation facilities, while engaging in physical activities;
- Restaurants and food outlets, while dispensing food and beverages;
- Government services, while providing other information;
- Product sales outlets, while providing goods and services.

34. Ticketing, registration and sales outlets could all become vehicles for dedicated tourist education through brochure distribution, verbal conveyance of messages and dissemination of product information. Moreover, workers and employers could capitalise on the unique potential in such areas as entertainment as potential instruments of education and for raising awareness, especially as an "intercultural exchange," between host and tourist populations. Likewise, tourist attractions could become "windows" into protected areas, and be used to finance them. Finally, as the importance of the Internet is growing in the tourist industry, it should be utilised as a means of conveying both general messages about sustainable tourism, as well as specific messages relating to the reason for the search.

Consumption Patterns of Tourists

35. The challenge of changing tourist behaviour calls for integrated stakeholder involvement. National governments must send out the proper messages to regional and local authorities to bring stakeholders in the Tourism Web together to identify and solve problems. Stakeholders at all levels must come together to devise a working model of change, which incorporates the following elements:

- Integrated stocktaking: In which stakeholders agree on the nature and extent of the problems they face; likely under the direction of the Local Authority.
- Integrated target setting: Regional and local assessments are translated into both general and specific targets capable of interpretation for the various stakeholders (e.g., for workplaces, consumer outlets, community facilities etc.)
- Integrated auditing, reporting and evaluations: Stakeholders implement programs to achieve targets within their spheres of activity. Workplaces would establish joint eco-audit programs, with appropriate reporting procedures, that would be integrated into national annual reporting by countries to the CSD.

The Problem of Tourist Travel

36. Whether by air, sea, rail or road, transportation is a sector of the Web of Tourism that demands special attention, as all trends point towards increasingly unsustainable patterns. 90per cent of energy consumption in tourism is in departures and arrivals, and demand for air travel is increasing, even though it uses almost 5 times the amount of fuel per passenger/km as does train travel. Furthermore, the car remains the most popular form of transportation in tourism. The problems it causes are manifold; e.g. demand for car parks, new roads in fragile areas, and traffic congestion, air and noise pollution in cities. Even bus travel is a problem, where coaches arrive at the same place at the same time. Ocean transportation presents its own challenges, including Flags of Convenience and negative industrial relations posture of cruise ship and ferry companies.

37. While transportation presents some of the weightiest problems, it is an area where tourist behaviour can be readily altered through a combination of education and planning. Adjustment to sustainable holiday travel requires changes to deeply ingrained patterns of behaviour, and the workplace is a place to begin, by encouraging transportation habits that would be carried forward into holidays. Also, it would require a reversal in public policy that currently favours passenger cars and aeroplanes over public transit.

D. **Promoting Broad-based Sustainable Development through Tourism while Safeguarding the Integrity of Local Cultures and protecting the Environment: "The Web of Tourism as the Basis for Broad-Based Sustainable Development"**

38. Tourism has the potential to provide diversified economic opportunities to local communities, in addition to the positive social and political benefits introduced in Part B. Unfortunately, it has also meant that local communities have had to deal with some of the worst forms of unsustainable production and consumption. Workers within the "Web" are key to changing this reality, and their successes will serve to encourage workers in other sectors to work for solutions.

39. **Effects of Unsustainable Tourism on Communities include:**
- Degradation, disruption and uprooting of the cultural and natural environment by facilities and operations that are created and controlled by outsiders, with negative impacts for urban, rural inhabitants and aboriginal communities.
- Denial of economic benefits, especially with growing concentration of control and direction by a few large multinational companies.
- Denial of quality employment opportunities where operations depend either on imported staff, or offer only low-paid, sub-standard work to locals, often exploiting the labour of women and youth as a cheap resource.
- Lack of community planning, as communities that have been most affected by tourist developments are often the ones least equipped to deal with it.
- Lack of reliable and appropriate research data on tourist demand, motivation and behaviour, render it difficult to plan change.

Solutions through Stakeholder Involvement

40. Attempts to achieve sustainable development must be guided by our concept of "Soft Tourism". This concept includes compatibility with all aspects of nature, human & animal health, social & traditional norms, economic patterns & goals, physical features of the cultural & natural environment in the host community, and the lives of workers in the Web of Tourism. As a minimum it requires:

41. *Stakeholders and local decision-making.* Citizens and workers in the host communities have the biggest stake in a form of tourism that protects their cultural and natural environment. Many of today's problems can be corrected if working relationships are built with communities and local tourist operators. This is especially true of aboriginal communities, where a respect for traditional values, knowledge and ways is a prerequisite to such a relationship.

42. *Control in the local community and workplace.* Once "engaged", workers can lead a process of public participation as contemplated in Agenda 21. This is especially the case in tourism, where required changes in behaviour depend on constant learning and self-improvement. Cities and regions, which have developed Local Agenda 21 Councils (such as the Green Cities in Denmark, and the Municipality of Calvia in Spain) are examples of this.

43. However, participation does not take place in a political vacuum. It occurs where minimum democratic conditions exist; e.g., local elections, free press, free speech and due process. Wherever these are lacking in tourist destinations, political preconditions for meaningful stakeholder involvement must be attended to as a priority. Unionised workers in the Tourism Web can play an especially key role in advancing such a political agenda in their communities. Democratic growth goes hand-in-hand with a process of building a new workplace and a new society based on a concept of "environmental citizens" able to make sound decisions and act instinctively to protect their Earth. Tourism is unique in this respect, and trade unions would welcome the opportunity to work with employers and governments to secure local community control.

Government and Stakeholder Involvement

44. In addition to its important regulatory responsibilities in such areas as air and water quality, soil and resource conservation, and public health, government must play an integrative role involving

communities in social and economic management. This is to ensure that it is carried out in accordance with their priorities in such areas as land use, resource development and public services. Local governments are in the best position to encourage public participation in decision-making.

45. *Co-ordinating and providing training and other capacity building activities*. Much can be gained by government sponsorship of training for tourist workers, as productive employment contributes to both profitability and community vitality. However, local authorities require assistance in this respect, as many do not have the resources or the political latitude to implement broad-based capacity building, among their stakeholders. CSD99 must appreciate and deal with this problem.

46. *Promoting research*, as planning depends on having a reliable information base about: the supply of tourist services in an area; the need for infrastructure, government, and market services; workforce evaluations for training and development; and alternative land and resource uses compatible with needs of tourism and the local populations. Research must employ the concept of "carrying capacity" to determine how the distinct environmental, cultural, and community features of the area would be affected by proposed development. The Environmental Impact Assessment (EIA) is one of the most effective tools developed for the purposes of management planning of the environment. CSD98 must pay special attention to the capacity of local authorities to perform EIAs, and to translate their results into comprehensive planning and implementation strategies.

47. *Integrated planning – a necessity*. As introduced in Part C (Consumption Patterns of Tourists), approaches to sustainable development must be co-ordinated nationally and across industrial sectors in an integrated environmental management policy that accounts for the interaction of many policies and their effects. There are many examples of this type of planning within tourism. They show that it is possible to promote diversified forms of tourism to ease concentration; allow for alternative ways to encourage environmentally-friendly activities, such as car-free tourism; promote proper rehabilitation of degraded areas, where the damage is severe; and implementation of preventive and protective measures to control any further erosion or degradation of the natural or man-made environment. However, it all depends on public control and participation.

48. Regional and national governments must assume a special role in this regard, setting standards, defining rules, and ensuring consistency in planning and implementation. For this purpose, a comprehensive tourist information base should be maintained for use by all countries. The OECD's Tourism Section should be considered as a valuable resource for this purpose. Moreover, OECD countries should be encouraged to include tourism in their Environmental Performance Reviews (e.g. Austria Review 1995), and national Governments should seek to include aspects of tourism within their annual reporting systems to the CSD. Finally, the OECD should assist in country efforts to account for tourism within their Systems of National Accounts.

49. *Economic and financial instruments.* Governments at all levels are responsible for introducing taxes, grants and other financial incentives that will advance the community's interest in sustainable tourism, and remove financial instruments that perpetuate unsustainable patterns. However, transition processes must be in place to enable a meaningful and just process of change. Funding for such a transition must be provided by economic instruments, which must also serve to impose barriers to environmentally damaging production. In recent studies, the OECD has identified instruments used by member countries: i.e. charges, taxes, marketable permits, deposit refunds, and subsidies, and we see a role for each one of them. Any negative impacts of measures on employment and other social factors

must be well understood so that implementation strategies minimise social costs. Support for these measures will be strengthened if they:

- Form part of an overall sustainable development strategy, including green jobs;
- Eliminate subsidies, which have the effect of promoting pollution or poor environmental practice;
- Serve to address clearly identified problems and not merely generate revenue;
- Do not add to higher levels of unemployment, underemployment or poverty;
- Ensure that revenues are properly redirected to promote environment, employment and economic development, including measures to compensate for regressive effects on income distribution and social factors;
- Are fully transparent, especially where earmarking, or hypothecation is concerned;
- Are properly monitored and fully enforced to avoid illegal dumping practices;
- Are levied on production, substances or resource uses for the purposes of promoting recycling, waste reduction or improved efficiency.

Beginning the Process of Stakeholder Engagement

50. Tourism is a labour-intensive industry, and trade union members work in every part of it. We are prepared to seek their engagement in the search for sustainable patterns of production and consumption in the industry.

51. *Capacity-building among trade unions.* International, national and local trade union bodies can play a major role in disseminating information, co-ordinating the education of workers, and engaging workers in other forms of action. However, our resources alone will not support the activities that are required to bring about changes in tourism. Therefore, governments at CSD99 must recognise the important role of workers and trade unions, both within and outside the Web of Tourism, and support their involvement.

52. *Employers, Governments, and NGOs.* Much can be done to utilise the strengths and advantages in trade unions to initiate change. But a comprehensive strategy for sustainable development can only result if there is close co-operation between industry, trade unions, NGOs and governments. We propose "Partnerships for Sustainable Tourism" at all levels, but particularly at the workplaces and in the affected communities.

53. *Guidelines for Sustainable Tourism.* Local planners, trade unions, tourist operators, travel agents, and other players must be equipped with guidelines that draw attention to desirable features of tourism, even where they are not reflected in law. Again, these must be generated through a network of "Partnerships for Sustainable Tourism", and should include specific bans on projects or proposals that exacerbate unsustainable features in the industry and give preference to activities that promote positive change.

The Pivotal Role of the CSD

54. CSD98 reaffirmed that:

"… effective sustainable development policies require constructive dialogue and partnerships between government at all levels, industry, trade unions and civil society, including women's organisation. There is need to build and extend this dialogue … [through] partnerships between government and industry… "

55. Trade unions look forward to continuing efforts to build "partnerships" between workplace parties, communities, business, and others in the Web of Tourism.

E.   Coastal Impact of Tourism: "Positive Action on Coastal Tourism"

56. For our purposes, the "coastal region" includes the area within the 12-mile mark that defines "territorial waters" and the regions of human habitation on the adjacent lands and plains defined as "coastal communities." We also include small island states, as they are highly dependent on their coastal zones. Coastal areas are the meeting place for activities in the world of oceans and seas with activities far inland that interact with and affect the coastal zones.

Problems of the "Coastal Area"

57. Tourism has done some of the worst damage in coastal areas, which include islands, coastline waters, coral reefs, lagoons, mangrove forests, bays and dunes, as well as associated bogs, wetlands, river systems and protective forests- which are increasingly endangered. Moreover, many impacts on coastal areas and faraway lands are only now being recognised. A partial list reveals the extent of the problem:

- Tourist development tends to be concentrated along narrow coastal stretches or on small islands, creating pressure on the existing populations who are subject to an invasion of tourists.
- Alien architectural and landscape designs change the cultural character of community settings and the ecology of the coastal zone.
- Local infrastructures are lacking or strained. Treatment plants, roads and airports, themselves contribute to other negative impacts on the coastal area.
- Over-crowding along beaches and other recreation sites has caused degradation of fragile ecosystems and competition with local populations.
- Demand for local services has created competition and conflict, between tourists and the local community.
- Development of marinas, breakwaters, and other developments along the coasts have resulted in a disruption to coastal and marine ecosystems.
- Commercial shipping (including cruise ships and ferries) wastes and resource requirements (port reception facilities, including landfills) have added to the already strained resources of adjacent communities. Oil dumping and dumping of wastes has become a major problem.
- Much coastal tourist development has catered to mass tourism leading to the lowering of labour, environmental and cultural standards.
- Demand for agricultural and "raditionally used" land has disrupted existing socio-economic patterns.
- Demand for water, particularly by luxury accommodations and such recreational facilities (e.g. golf courses and large cruise ships) has led to the depletion of ground water.
- Certain water and land-based devices, such as powerboats, jet skis and all-terrain vehicles have become major sources of environmental degradation.

58. Underlying all of these problems is a pattern of tourist development that rules out community involvement or control.

Solving Problems of Coastal Tourism

59. Stakeholders in coastal communities must work together in an integrated local process instituted by local authorities. Trade unions must be an integral part of such an effort, especially where they

have members who work for these authorities, or when they are in the public or private sectors of the coastal Web of Tourism. The process of change must includes all elements recommended in Part Three:

60. *Community consultation as the basis of coastal development.* As discussed in Parts C and D, local trade unions will continue to work in their workplaces and communities to bring about needed changes through collective bargaining, as well as the other mechanisms and processes they have developed. They must be encouraged to contribute their organising experience and organisational capacities to form local action groups, or "Partnerships for Action on Coastal Communities" (PACCs). Such local action groups have already proven their ability to co-ordinate community dialogue and action to respond to the challenge in many coastal regions around the world. The "Green Regions" in Denmark have provided some of the best examples of community mobilisation around Agenda 21 objectives. They have involved a great number of public, community, and private stakeholders, as well as unions, in environmental management, and have already produced such achievements as:
- High environmental standard and a 'tourist space' developed according to the principle of sustainability.
- Modern and diversified coastal tourism, offering high-quality services and the appropriate bed-place capacity.
- Indigenous development based on the sustainable use of available resources and transformation of existing patrimony; diversification of tourist offerings; and a long-term employment potential.
- A qualitatively high residential area, a feeling of 'sharing & belonging 'amongst the parties and active participation of residents in local life.
- Coherent measures by the local authorities, aimed at sustainability, and developed in co-operation with other public administrations/ private agents.
- Quality employment and trade union participation.

61. Trade unions would also support the concept of Integrated Coastal Area Management (ICAM), as suggested by others, as a way of bridging industrial sectors and jurisdictions. ICAMs are able to promote discussion and planning that encompasses a number of users, communities, and regional interests. Also, they make it possible for local action groups to take into account features of the coastal ecosystem that go far beyond the boundaries of individual communities.

62. *Guiding principles for coastal tourism.* Stocktaking, planning and initiation of action plans at the local, regional and national levels must be guided by agreed principles of good practice. The principles must grow out of a process of stakeholder consultation and include guidelines for:
- Revitalising communities;
- Limiting tourism capacity and uses;
- Diversifying seasonal uses:
- Controlling emissions and waste disposal;
- Enhancing public transportation and other infrastructures
- Preventing erosion of coastal features;
- Protecting local lifestyles;
- Preserving height and architectural specifications for tourist attractions
- Preserving local carrying capacities, and the limits these imply;
- Retaining property rights, including traditional user rights;
- Maintaining of public access to the coastal strip and to water;
- Safeguarding cultural values and customary usage.

63. Such guidelines could eventually form the basis for international standards on coastal tourism. The Coastal Code of Conduct of the EUCC and the Berlin Declaration on Biological Diversity and Sustainable Tourism could be considered as possible models for such an international agreement.

A Focus on Flags of Convenience (FOCs)

64. Co-ordinated action by coastal communities is required to meet the threat to their coastal zones from ships and ferries flying so-called Flags of Convenience (FOCs). Certain local authorities and nations have already taken legal action in response to specific incidents. But enforcement of standards by the international community to address the scandalous practice of dumping oil and other wastes by FOCs is long overdue. Recent court cases in the United States illustrate the extent to which some companies, flying Flags of Convenience (FOCs), have avoided taxes and labour standards in the countries in which they do business, while profiting from muddled jurisdictions and lax enforcement of the flag countries. FOCs must be eliminated, and direct action by coastal communities (orchestrated with other jurisdictions) may finally turn the tide against them. Trade unions would certainly be part of such an effort. Indeed, the International Transportation Federation (ITF) has already raised this matter with the IMO, and through the TUAC, has discussed the issue with the OECD Maritime Transport Committee.

A Focus on Accommodation Services

65. Tourist accommodations in coastal areas must be a focus of our efforts, as so many facilities have been developed with little apparent regard for community, coastal and other ecological concerns regarding:
- Site and facility development;
- Land use issues;
- Architectural design;
- Alternative energy sources;
- Resource use and conservation;
- Water conservation;
- Waste management and debris reduction;
- Recycling.

66. Numerous case studies show that decisive action is possible. In particular, progress in environmental management of tourism has been made with trade unions in the Mediterranean. "A Mediterranean Charter" has established guidelines and codes of conduct for both tourists and the tourist industry. Organisers have worked on education related to sustainable tourism and have co-operated with several business and tourism schools and universities, at present developing a sustainable tourism educational pack for tourism school trainers in the Mediterranean region.