

Mass tourism and the search for sustainable cities according to 2030

Agenda: An opportunity for governance and paradiplomacy.

Gabriela Soldano Garcez¹

Abstract: Tourism is a complex phenomenon; an activity that can transform the organization of urban spaces, especially when viewed from the perspective of "mass tourism" or tourist super exploration, attributed to numerous causes, such as the increase in available free time and per capita income, besides the fact that, some cities have become great destinations (with some sites much more preferred than others). Thus, this phenomenon can be seen both as a socioeconomic resource and as a factor of creation of negative externalities, considering that, overexploitation of mass tourism modifies the daily life of urban spaces, creating challenges to minimize the consequences (such as congestion, air pollution, exponential increase in noise, excess solid waste, among other problems) in some specific urban locations, either uninterrupted or seasonal ways, implying the idealization of complex solutions among all stakeholders (with due "extended participation"), which can be implemented through governance and paradiplomacy. Given this reality, this work is focused on the need for adequate strategies, actions and urban plans to manage the tourist demand that is concentrated in some cities. For that, it addresses mass tourism and the challenges to its management, indicating its causes and consequences for the local population. Then, it evaluates paradiplomacy as a tool for reducing negative externalities, created by tourism overexploitation, exemplifying them through governance instruments, as well as a database and indexes that are already available, which assists the abovementioned "extended participation" with the identification and search for joint solutions (such as the "European Tourism Indicator System" - ETIS; the "Global Destination Sustainability Index"; "UNESCO World Heritage - Sustainable Tourism Toolkit"; "National Trust Doing", and "Tourism Planning in Development

¹ PhD in International Environmental Law and Master in Environmental Law, both with CAPES scholarship, by Catholic University of Santos. Professor at Catholic University of Santos.

Cooperation: A Handbook"). Finally, it indicates sustainable solutions, based on Goal 11, of 2030 Agenda, which seeks to "make cities and human settlements inclusive, safe, resilient and sustainable".

Keywords: Subnational Governments; Tourist superexploration; Sustainable development; Paradiplomacy; Governance.

INTRODUCTION

Tourism is a complex phenomenon; activity that can transform the organization of urban spaces, especially when seen in the perspective of the diffusion of the activity known as "mass tourism" or tourist superexploration, attributed to innumerable causes, such as the increase of available free time and per capita income, besides the fact that cities have become important destinations (with some locations far more preferred than others, increasing demand seasonally).

This reality begins to compromise the daily life of urban life, leading to the need for a systemic approach on the theme for an adequate planning of this transformation (the result of globalization), in order to allow the correct use of facilities and infrastructures available to attend to this urban environment in question collapsing and becoming "uninhabitable" for both local people and tourists).

In view of this reality, and to address some of the suggestions already implemented for the management of this new urban phenomenon, this paper analyzes, at first, the challenges of coping with mass tourism, indicating causes and general consequences for the phenomenon.

Then, it assesses paradiplomacy as a current mechanism for the solution of negative externalities implemented by tourist overexploitation, exemplifying this possibility through already well-known governance instruments (as is the case with the international regime of climate change), as well as

indicating a bank of data and indexes already available that enable the identification and search for joint (consensual) solutions to the problem of mass tourism (such as the European Tourism Indicators System (ETIS), the Green Destinations database, the Global Destination Sustainability Index , UNESCO World Heritage - Sustainable Tourism Toolkit, National Doing Trust and Tourism Planning in Development Cooperation: A Handbook.

Finally, it indicates sustainable solutions already implemented, based on Objective 11, 2030 Agenda, which seeks to "make cities and human settlements inclusive, safe, resilient and sustainable", idealized hereby paradiplomacy through the guide "Managing Tourism Growth in Europe", which creates "10 tools to manage tourism growth in European cities", by the European Cities Marketing (ECM).

1. THE CHALLENGES OF MANAGING MASS TOURISM

The tourism sector is a landmark in the global economy and has grown exponentially in recent decades, due to several factors combined, such as the increase in the purchasing power of the middle class, increased connectivity, and, of course, a generalized desire to explore the new; in getting to know other parts of the world, which has hit most people around the globe. Often encouraged by the information obtained through social networks, which have brought people around the globe in an impressive way, transforming it into a true "Global Village" (MCLUHAN, 1962).

With the world getting richer - one billion more people will be in the global middle class by 2030 - and travel becoming ever more accessible, [...] The T&T sector is also a major employer, accounting for 292 million jobs in 2016, or nearly 10 percent of global employment by 2027. Last year, almost one in five of all new jobs created were linked to tourism (McKINSEY&COMPANY, 2017, p. 11).

In this system, several stakeholders are at stake: governments (both local and national); tourism management and promotion agencies; commercial

and multinational organizations; small businesses and employees in the industry; local residents; non-profit organizations in the social sphere; and, clearly, tourists, given that tourism growth is accompanied by positives and negatives points of view.

If, in one hand, it allows the circulation of the local and/or regional economy, generating jobs and economic activities, also gives rise to problems associated with the overexposure of certain places to tourists, overloading destination infrastructures of all kinds. It is perceived, therefore, that dealing with the challenges of the sector requires balanced solutions, which can allow the local economies to harvest the benefits of tourism, but also to minimize the negative effects and consequences associated with it, enabling sustainability-based growth.

Take the example of those measures already taken by some governments:

The number of visitors to Iceland nearly quadrupled from 2010 to 2016, leading the government to limit access to some fragile natural resources because of concerns about environmental damage.⁴ In 2016, the government of Thailand, citing the effects of too many people, banned public access to three popular islands: Koh Khai Naiin, Koh Khai Nok, and Koh Khai Nui. (McKINSEY&COMPANY, 2017, p. 09)

For this reason, it is fair to ask whether overexposure to tourists can threaten certain locations in the world, because, as the tourism sector develops, this growth can generate negative externalities, due to the number of tourists, such as: increased congestion, putting local infrastructure under pressure, including capacity to meet the need of energy and water demand; increasing costs and environmental damage, such as pollution; increase of solid waste produced; damage to monuments and historic sites; reduced availability of affordable properties for the local population; loss of identity and authenticity of historical sites (including the construction of large stores or standardized shopping centers), which leads to an increase in the cost of living for the local population. (EUROPEAN CITIES MARKETING, 2018, page 05).

In other words, tourism overcrowding is a complex issue, encompassing globalization, urbanization, migration, environment, and even people's perception of place and identity, among others.

For these reasons, certain actions, carried out through paradiplomacy, are being taken to reverse or minimize this situation, in order to manage the interests of cities and people involved.

2. NEW INSTRUMENTS TO MINIMIZE THE NEGATIVE IMPACTS OF TOURISM SUPEREXPLORATION: THE POSSIBILITY OF USING GOVERNANCE AND PARADIPLMACY

The impacts caused by the reality described above require a collective confrontation, which perceives the relevance of all possible contributions, not just those brought by states and/or international organizations (in the classical view of subjects for Public International Law).

Cooperation actions must be developed through multi-level governance systems, with the emergence of non-state actors, such as non-governmental organizations, transnational corporations, population and even local and/or subnational governments. This is the recent phenomenon of paradiplomacy, which aims at helping to reduce conflicts related to the intrinsic processes of globalization in the new world architecture.

Globalization produces a narrowing of the notion of the market, reducing distances and bringing products and people closer together. In this context, the participation of new supra-national geographic scales, as areas of interaction in international relations and sources of power, is valued: cities and regions gain importance and protagonist for foreign policy, since there is a rupture of the central idea of States and International Organizations as exclusive centers of power in International Law, from the moment in which the emergence of new conflicts by spaces, situations and processes (including local contexts) raised a new problematic, that gave voice to prefectures or

municipalities, departments, provinces or regions, as protagonists of national political life.

This multi-level governance (carried out by subnational entities and transnational actors, with vertical and horizontal organization), in other sectors of activity, (through the pursuit of common goals pursued by all that make up the system that develops) already shows positive signs. This is what happens, for example, due to climate change, used as a "way to achieve goals through actions implemented from the outside and at new spatial scales" (REED; BRUYNEEL, 2010), in a dynamic process of creating new opportunities, mechanisms and instruments for sustainable development.

This reality can be used for cities that suffer from the effects of unbridled tourism, in order to improve their sustainability, given that already exists, several databases and indexes built to help these tourist destinations: both to identify the problem, as well as ways of solving it.

These are the case of: European Tourism Indicator System (ETIS), which helps European destinations measure their performance through more than 40 key indicators including destination management, economic value, sociocultural and environmental impact; Green Destinations database (a non-profit organization) that has more than 100 linked sustainability indicators to make places better; or Global Destination Sustainability Index (GDS-Index: a collaborative initiative to help destinations find sustainable practices).

In this sense, there are already several important international instruments, in a kind of "guide", of the best sustainable practices for economic and social development, with respect to the environment.

Some of the best examples are:

(a) at the local and regional level, the entitled "UNESCO World Heritage - Sustainable Tourism Toolkit", which allows the performance of easy-to-use resources for guidance to tourism destination managers to identify appropriate solutions to local environments in order to assist in the development of know-how for tourism management, maximizing benefits and minimizing negative

impacts, which leads to the stimulus for adoption of local solutions through training in best practices around the world;

b) The "National Trust Doing": a handbook, which takes a number of steps to deal with overcoming people, how to understand the problem, mapping solutions, prioritizing challenges and action plans, using available resources, and evaluating experience. This instrument even has innovative and creative solutions for car parking, received from visitors ("how to create an impressive first impression"), increased parks and green areas, shelters and bathrooms.

(c) "Tourism Planning in Development Cooperation: A Handbook": with numerous case of studies, idealized and organized by the Federal Ministry for Economic Cooperation and Development, with examples of sustainable work between governments, private sector and civil society to increase the economic benefits of international tourism and reduce the negative impacts of tourism on people, the environment and climate change, divided into specific areas of activity, such as: economic sustainability and job creation; protection and enhancement of biodiversity; community and local development; energy efficiency and climate protection in tourism, among other important sectors.

It is possible, then, based on data, the identification of the destinations that are in this situation of unbridled tourism, with the primary purpose of alert and union of efforts of the tourism sector to change (mitigation or reduction of negative externalities) this reality.

3. SUSTAINABLE SOLUTIONS BASED ON GOAL 11 OF 2030 AGENDA: "MAKE CITIES INCLUSIVE, SAFE, RESILIENT AND SUSTAINABLE"

Currently, vulnerability identification and data analysis can contribute to prevention, as well as facilitating tourism management and planning for sustainable development, keeping in mind the Sustainable Development Goal 11, of 2030 Agenda: "Make cities inclusive, safe, resilient and sustainable".

Hence, the need to transform cities and urban spaces in order to deal with urbanization, mobility of people, solid waste management, sanitation, urban

settlements, among other globalized issues of to reduce social inequalities, which obviously includes sustainable tourism management.

Many destinations already experiment tactics to mitigate overcrowding, such as limiting the number of visitors. However, such practices can no longer be made available in a disassociated way, in the current context of globalized and risk society (BECK, 2011), that is, without a broader planning and allowing even application in a multilevel context, considering the appropriate implications in each location, taking into account the data collected; the establishment of strict (and long-term) measures for the benefit of the environment and sustainability; the involvement of various sectors of society (such as trade, social and public power); in addition to finding new financing funds specific to both.

For that, it is possible to implement measures for overcrowding, such as: 1) distributing visitors over time; 2) spread visitors through various places; 3) adjust prices to balance supply and demand; 4) regulate the provision of accommodation; and even 5) limit access and activities (McKINSEY & COMPANY, 2017, p. 41).

As for European cities, it is possible to visualize this adjustment, through paradiplomacy, through the "10 tools for managing tourism growth in European cities", elaborated through European Cities Marketing - ECM, a non-profit organization that brings together the main European cities (110 cities in 38 countries, including Amsterdam, Barcelona, Berlin, Brussels, Dublin, Florence, Geneva, Lisbon, Lucerne, Madrid, Milan, Nuremberg, Oslo, Paris and Vienna², among others) around the adoption of new sustainability models.

The "Managing Tourism Growth in Europe", devised during the Organization's Annual Conference in June, of 2018, at Sweden, serves as a guide for municipalities to address the challenges of tourism growth effectively, according to the conditions of each location.

² All members can be found on the website: <<https://www.europeancitiesmarketing.com/members-2/>>. Acesso em 03 de outubro de 2018.

The ten tools raised are: (1) Strategy formation, city planning and zoning (with the concentration of efforts that will bring long-term prosperity to cities such as attracting talented immigrants, encouraging investment in specific parts of cities, or cultural and entertainment participation among residents); 2) public education (in order to cooperate towards a healthy environment. Take, for example, the "Enjoy & Respect Campaign", of Amsterdam, available since May 2018, with the primary purpose of breaching offensive behavior in the city center, by scientifically investigating what is and is not allowed on the spot, through information on major public transport and social media about penalties for certain types of behavior, such as incorrect disposal of garbage); 3) Forming partnerships (with the guarantee of financing and sustainable contributions); 4) managing the collaborative economy (evaluating situations, recording possible schemes, establishing effective limits and collection of fees); 5) smart marketing (with the purpose of attracting "quality", including connecting the local population); 6) Taxes, caps and limitations (includes accommodation rates per night or percentage of stay, such as "tourism taxes", plus a daily limit on the number of people in attractions tourism, in order to improve planning in advance); 7) On-the-ground visitor management (with extended hours of open activities and attractions in some selected sectors of the city, restriction of vehicles in large urban centers and renovation of public space); 8) Measurement and monitoring (to effectively measure the number of tourists and the activities carried out); 9) technological solutions (in order to capture and evaluate qualitative and quantitative data, besides serving as a source of tourist management: monitoring and digital markings); and, 10) dialogue and consultation (in order to discover local needs).

It is, therefore, possible to (at least start the discussions to) solve the management of mass tourism in a more sustainable way, through the paradiplomacy between cities that suffer from this same problem, since there are already instruments in this sense, seeking practical effects.

CONCLUSIONS

The positive consequences for a tourist community can be, such as, employment, improvement of the quality of life, possibility of increasing local infrastructure, economic growth, professional qualification, among others. On the other hand, it is also possible to have many negative consequences that, if ignored, lead to a social and environmental deterioration of the community itself, such as: increased crime, prices, pollution, degraded neighborhoods, among other possibilities.

These negative consequences may outweigh the positive effects if urban communities do not have adequate structures, tools and knowledge to prevent and/or mitigate these negative externalities.

In order to avoid this situation, multilateral instruments already well known to International Law can be used to establish common agendas, such as governance (which allows a broad participation), as well as paradiplomacy (which empowers the cooperation of subnational entities), in order to compel cities to develop a sustainable, serious and ethical way to deal with this issue, in a new architecture sustainable development, as stated in Goal 11, of 2030 Agenda.

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