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OBALNI I POMORSKI TURIZAM: O OZBILJNIM PROBLEMIMA

COASTAL AND MARINE TOURISM: ADDRESSING SOME WICKED PROBLEMS

SAŽETAK: Obalni i pomorski turizam za mnoge razvijene destinacije i one u nastajanju ima obećavajuće značenje zbog potencijala za rast i zapošljavanje u turizmu i ugostiteljstvu, kao i u drugim s njima povezanim sektorima. Premda je ovaj oblik turizma u porastu, postoje neki „ozbiljni problemi“ koje treba riješiti kako bi se destinacije razvile u održivom smjeru. Uspješno rješavanje tih problema podrazumijeva preispitivanje tradicionalno uobičajenog poslovnog pristupa koji prevladava kod dionika u turizmu. U ovome radu prvo se ističe važnost morskog okoliša, kako na obali tako i u dubokim morima, a nakon toga slijedi opis prepreka održivom razvoju obalnog i pomorskog turizma. Zatim se objašnjava da je za postizanje održivosti ključno razvijati sustave upravljanja i institucije koji nude poticaje za smanjivanje negativnih utjecaja obalnog i pomorskog turizma, od čega korist imaju dionici i na lokalnoj i na državnoj razini. Zaključno se daje prikaz nekih elemenata učinkovitih struktura upravljanja koje obalnom i pomorskom turizmu omogućavaju održiviji razvoj.

KLJUČNE RIJEČI: obalni i pomorski turizam, održivost, upravljačke strukture, dionici u turizmu

ABSTRACT: Coastal and marine tourism holds particular promise for many developed and emerging destinations with potential for growth and employment in tourism and hospitality as well as related industry sectors. As this type of tourism grows however, some ‘wicked problems’ must be overcome if destinations are to develop in a sustainable way. Successfully resolving these problems involves reassessment of the traditional ‘business as usual’ approach adopted by tourism stakeholders. The paper highlights the importance of marine environments both along coastlines and into the deep oceans and identifies barriers to sustainable growth of coastal and marine tourism. It argues that management systems and institutions that create incentives for minimising the negative impacts of coastal and marine tourism, while effectively sharing benefits between local and central stakeholders, promote the sustainability effort. The paper concludes with an exploration of some elements of effective governance structures enabling coastal and marine tourism to develop in more sustainable ways.

KEYWORDS: coastal and marine tourism, sustainability, governance structures, tourism stakeholders

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1. UVOD

Obalni i pomorski turizam čine veliki dio svjetskog turističkog tržišta. Pružaju velike mogućnosti za mnoge razvijene destinacije, kao i destinacije u nastajanju koje imaju potencijala za rast i zapošljavanje u turizmu i ugostiteljstvu te drugim s njima povezanim sektorima. Prema Dwyeru (2018c), „obalni turizam obuhvaća cijelu paletu aktivnosti vezanih uz turizam, slobodno vrijeme i rekreaciju koje se odvijaju na i uz obalu. Pomorski turizam odnosi se više na aktivnosti vezane uz mora i oceane koje se odvijaju dalje od obale“ (www.iora.int). Razlika između ta dva pojma je samo u stupnju, s obzirom da je bilo kakvo razdvajanje pomorskog i obalnog turizma pomalo umjetno s obzirom na njihovu međusobnu povezanost u vrijednosnom lancu (Orams, 1999). I obalni i pomorski turizam za dionike u turizmu otvaraju mnoge prilike za povećanje lokalnih prihoda, jačanje i poboljšanje lokalne infrastrukture i povećanje dobrobiti lokalnih zajednica (Dwyer, 2018c). Pri tome je ključni izazov kako razviti pomorski turizam a da se pri tome značajno ne povećaju postojeći pritisci na društvo i okoliš.

Obalni i morski okoliši diljem svijeta se mijenjaju i to na način koji je često u neskladu s dugoročnom održivošću. Uslijed rasta svjetske populacije, gospodarskoga rasta i sve intenzivnije međunarodne trgovine, u narednim godinama neizbježno će se povećati pritisak na prirodne resurse mora jer raste potražnja za izvorima hrane, energije i minerala iz mora, kao i za rekreacijom na moru. Isto tako, prostor mora u mnogim dijelovima svijeta izložen je riziku od stvaranja sve većih gužvi jer su pomorska trgovina, prijevoz putnika, brodogradnja i popravci brodova, industrijsko ribarstvo, morsko rudarstvo, morska akvakultura, obnovljiva energija mora te pomorski i obalni turizam itd. u porastu i generiraju još veću potražnju u srodnim i međusobno povezanim industri-

1. INTRODUCTION

Coastal and marine tourism comprises a substantial part of the world tourism market. It holds particular promise for many developed and emerging destinations with potential for growth and employment in tourism and hospitality as well as related industry sectors. As Dwyer (2018c) states “Coastal tourism embraces the full range of tourism, leisure, and recreationally oriented activities that take place in coastal zones and offshore coastal waters. Marine tourism relates more to sea and ocean based activities more remote from coastlines” (www.iora.int). The difference between the two concepts is one of degree since any divorce between marine and coastal tourism is somewhat artificial with respect to value chain interconnectedness (Orams, 1999). Both coastal and marine tourism present opportunities for tourism stakeholders to raise local incomes, strengthen and enhance local infrastructures, and contribute to the wellbeing of local communities (Dwyer, 2018c). Developing the ocean’s tourism potential without adding significantly to already existing social and environmental pressures represents a major challenge.

Coastal and marine environments globally are being transformed often in ways that are inconsistent with long-term sustainability. As a consequence of world population growth, economic growth and increased international trade, pressures on the ocean’s natural assets inevitably will increase in the coming years, as demands for marine sources of food, energy, minerals, leisure pursuits and so on, continue to grow. Similarly, ocean space in many regions of the world risks becoming ever more crowded, as maritime trade, passenger transport, shipbuilding and repair, industrial capture fisheries, sea mining, marine aquaculture, ocean renewable energy, and marine and coastal tourism, etc., gather momentum, generating further demand in related, interconnected, ocean-based industries (OECD, 2016; Dwyer, 2018b).

jama vezanim uz more (OECD, 2016; Dwyer, 2018b). Gospodarska aktivnost koja je pod osobitim utjecajem rastućih gospodarskih aktivnosti vezanih uz mora i plovne puteve je turizam. Turizam je značajan korisnik usluga koje pružaju morski okoliši te utječe na gospodarstvo, društvo i okoliš zajednica i drugih industrija. U ovom tekstu pokazat će se da se obalni i pomorski turizam, koji se odvijaju u osjetljivim i krhkim okolišima, suočavaju s 'ozbiljnim problemima' koje trebaju riješiti žele li se razvijati u održivom smjeru. 'Ozbiljni problemi' odnose se na vrlo složene probleme politika koje je izuzetno teško riješiti (Head i Alford, 2015). Njihovo uspješno rješavanje, ili barem upravljanje tim problemima, zahtijeva reevaluaciju nekih tradicionalno uobičajenih poslovnih pristupa kojima se rukovode dionici. To je izazov za postojeći mentalni sklop turističkih poslovnih subjekata i planera, metode evaluiranja, vještine dionika, strukture upravljanja i organizacijsku spremnost dionika za suradnju na lokalnim, regionalnim, nacionalnim i međunarodnim razinama (Dwyer, 2017).

Ovaj rad ima nekoliko ciljeva. Prvo, istaknuti važnost morskih okoliša, kako uz obalu tako i u dubokim morima; drugo, ustanoviti kakav utjecaj obalni i pomorski turizam imaju na destinacije; treće, ustanoviti koji se izazovi nalaze pred održivim rastom obalnog i pomorskog turizma i kako oni utječu na aktivnosti različitih dionika; i četvrto, opisati učinkovite upravljačke strukture koje bi trebale pomoći u rješavanju ozbiljnih problema i izazova kako bi se obalni i pomorski turizam mogli razvijati na održiviji način.

2. VAŽNOST MORSKIH OKOLIŠA

Morski okoliš nužan je dio sustava održavanja života na Zemlji i ključan za dobrobit čovječanstva. Koristi od usluga ekosustava mogu se svrstati u sljedeće široke kategorije (OECD, 2016):

Pružanje roba i usluga: obnovljivi resursi iz ekosustava (npr. sirovine za farmaceutsku

One industry that is particularly impacted upon by the expanding economic activity associated with the world's oceans and waterways is tourism. Tourism is a significant user of services provided by marine environments, with economic, social and environmental effects on communities and other industries. We argue below that coastal and marine tourism, accessing sensitive and fragile environments, faces some 'wicked problems' that must be overcome if it is to develop in a sustainable way. "Wicked problems" refer to very complex policy problems, highly resistant to resolution (Head and Alford, 2015). Successfully solving or at least managing them requires a reassessment of some of the traditional 'business as usual' approaches adopted by tourism stakeholders. They challenge the existing mindsets of tourism operators and planners, evaluation methods, stakeholder skill bases, governance structures, and organisational capacities of stakeholders to cooperate at local, regional, national and international levels (Dwyer, 2017).

This paper has several aims. First, it discusses the importance of marine environments both coastal and deep ocean; second, it identifies the main drivers of coastal and marine tourism globally; third it identifies barriers to sustainable growth of coastal and marine tourism and their implications for the actions of different stakeholders; and fourth, it examines effective governance structures to overcome wicked problems and challenges so that coastal and marine tourism can develop in more sustainable ways.

2. IMPORTANCE OF MARINE ENVIRONMENTS

The marine environment is a critical part of Earth's life-support system and vital for the well-being of humanity. Benefits relating to ecosystem services can be identified in the following broad categories (OECD, 2016):

Provisioning goods and services: renewable resources from ecosystems (e.g. phar-

industriju, ribarstvo, energija valova), kao i neobnovljivi resursi (npr. minerali, nafta, plin).

Usluge reguliranja: procesi koji održavaju klimu, reguliraju koncentracije ugljičnog dioksida u atmosferi i u moru, stvaranje kisika, ciklus hidrotermičke konvekcije, hidrološki ciklus, zaštita obale i životni doprinosi od morske bioraznolikosti, cjelovitost obale, kvaliteta vode i amortizacija otpada.

Usluge podrške: važni prirodni procesi koji održavaju funkcije ekosustava i podržavaju druge usluge, poput primarne proizvodnje, lokaliteta akvakulture, recikliranja nutrijenata i pružanja staništa.

Ostale usluge koje nam pružaju mora obuhvaćaju i prijevoz ljudi i niza roba kojima se trguje u svijetu. Oni pružaju i nematerijalne koristi koje podržavaju duhovne i vjerske vrijednosti, a zajednicama donose i koristi vezane uz odmor, poput slobodnih aktivnosti na obali i moru, rekreacije i usluga turističkih ekosustava.

Premda se čini da su obalni i pomorski turizam najjasnije povezani s četvrtim tipom usluga, njihov opstanak i održivost najviše ovise o stalnom održavanju sve četiri vrste usluga ekosustava koje pružaju morski ekosustavi.

3. POKRETAČI OBALNOG I MORSKOG TURIZMA

Dinamično gospodarstvo svijeta stvara ekonomsku osnovicu za nastavak rasta domaćeg i međunarodnog turizma diljem svijeta jer „novi bogataši“ traže nova iskustva. Kako prihodi rastu, ljudi svoju diskrecijsku potrošnju okreću prema iskustvima (uključujući i turizam), a ne proizvodima. Više ljudi u većem svjetskom gospodarstvu znači i više turista. Očekuje se da će se do 2030. broj međunarodnih turističkih dolazaka u svijetu godišnje povećati za 3,3% i da će dosegnuti 1,4 milijarde do 2020., a 1,8 milijardi do 2030. godine i to primarno uslijed međunarodnog gospodarskoga rasta. To znači da će broj međunarodnih turista na globalnoj razini

maceuticals, fisheries, wave energy) as well as non-renewable resources (e.g. minerals, oil, gas).

Regulating services: processes that maintain the climate, regulation of atmospheric and marine carbon dioxide concentrations, the provision of oxygen, the hydrothermal convection cycle, the hydrological cycle, coastal protection and vital contributions from marine biodiversity, coastal integrity, water quality, and buffers for waste.

Supporting services: crucial natural processes that maintain ecosystem functions, which support other services, such as primary production, aquaculture localities, nutrient recycling and the provision of habitats.

Other services provided by the ocean include shipping and transportation for the bulk of the commodities traded globally. Oceans also deliver nonmaterial benefits which support spiritual and religious values, and recreational and community benefits such as coastal and oceanic leisure, recreation and tourism ecosystem services

While coastal and marine tourism seems most clearly associated with the fourth types of service, its continued survival and sustainability depends crucially on maintenance over time of all four types of ecosystem services provided by marine environments.

3. DRIVERS OF COASTAL AND MARINE TOURISM

A dynamic world economy creates the economic basis for continued growth in domestic and international tourism worldwide, as the 'new wealthy' seek new experiences. As incomes grow, people shift their discretionary expenditure towards experiences (including tourism) as opposed to products. More people in a bigger world economy, means more tourists. International tourist arrivals worldwide are projected to increase by 3.3% a year to 2030 to reach 1.4 billion by 2020 and 1.8 billion by 2030, fuelled primar-

ostvariti prosječni godišnji porast od 43 milijuna (UNWTO, 2011). Na obalni i pomorski turizam utječu isti demografski, društveni, politički, gospodarski, okolišni i tehnološki čimbenici koji utječu i na globalne turističke tokove općenito (Dwyer, Edwards, Mistilis, Scott i Roman, 2009).

Diljem svijeta, obalnim i pomorskim turizmom dominira masovni turizam, koji uključuje kretanje velikoga broja putnika u standardnim paket aranžmanima i porast turizma krstarenja (MacNeill i Wozniak, 2018). Komplementaran s tokovima masovnoga turizma je i segment tržišta posebnih oblika turizma vezanih uz obalni i pomorski turizam. On uključuje turizam nasljeđa, *surfanje*, jedrenje, tematske ture, zdravstveni turizam, hotele pod morem te rezorte na morskom dnu i one plutajuće, ekspedicije i ronjenje u velikim dubinama, morski ekoturizam i druge komplementarne aktivnosti poput kušanja vina, gastronomije, konferencija, posebnih događanja i festivala te porast broja kuća za odmor, od kojih su mnoge u obalnim područjima.

Svjetska turistička organizacija (UNWTO) surađuje s vladama, javnim i privatnim partnerima, razvojnim bankama, međunarodnim i regionalnim financijskim institucijama, agencijama Ujedinjenih naroda i međunarodnim organizacijama na ostvarivanju skupa od 17 Ciljeva održivog razvoja. Njihovi naponi odražavaju uvjerenje da turistički razvoj treba biti usklađen s načelima održivosti – što znači da treba uzeti u obzir sve utjecaje koje on u sadašnjosti i budućnosti može imati na gospodarstvo, društvo i okoliš, pri čemu treba posvetiti pozornost potrebama posjetitelja, same gospodarske aktivnosti, okoliša i zajednica domaćina (UNWTO, 2018).

Tri cilja održivog razvoja izrijeком spominju turizam:

Cilj 8, koji se odnosi na promicanje „kontinuiranog, inkluzivnog i održivog gospodarskog rasta, punu i produktivnu zaposlenost i rad za sve“. Njegov je cilj 8.9: „do 2030.

ily by economic growth internationally. This implies an annual average increase of 43 million international tourists globally (UNWTO, 2011). Coastal and marine tourism is subject to the the same demographic, social, political, economic, environmental and technological factors that influence global tourism flows in general (Dwyer, Edwards, Mistilis, Scott and Roman, 2009).

Coastal and marine tourism is dominated globally by mass tourism, involving the movement of large numbers of travellers on standardized packaged tour holidays and growth in cruise tourism (MacNeill and Wozniak, 2018). Complementary to mass tourism flows are special interest market segments associated with coastal and marine tourism. These include heritage tourism, surfing tourism, sailing, thematic itineraries, health and spa, underwater hotels and sea-floor/floating resorts, deep sea expeditions and diving, marine ecotourism and other complementary activities such as wine-tasting, gastronomy, conferencing, special events and festivals and growth in holiday homes that are often associated with coastal areas.

The United Nations World Tourism Organisation (UNWTO) is working with governments, public and private partners, development banks, international and regional finance institutions, UN agencies and international organizations to help achieve a set of 17 Sustainable Development Goals (SDG). This reflects the conviction that – – ‘tourism development must accord with the principles of sustainability – taking full account of its current and future economic, social and environmental impacts, addressing the needs of visitors, the industry, the environment and host communities’ (UNWTO, 2018).

Three of the SDGs specifically mention tourism (UNWTO, 2018):

Goal 8, on the promotion of “sustained, inclusive and sustainable economic growth, full and productive employment and decent

kreirati i provesti politike koje će promicati održivi turizam koji stvara poslove i promiče lokalnu kulturu i proizvode.“

Cilj 12 je „osigurati održive obrasce potrošnje i proizvodnje“, pri čemu je cilj 12.b „razviti i implementirati alate za nadziranje utjecaja održivog razvoja za postizanje održivog turizma koji stvara radna mjesta, promiče lokalnu kulturu i proizvode“.

Cilj 14 je „zaštititi i na održivi način koristiti oceane, mora i morske resurse s ciljem održivog razvoja“, a obuhvaća i cilj 14.7 da se do 2030. povećaju „gospodarske koristi malih otočkih zemalja u razvoju (SIDS) i najmanje razvijenih zemalja (LDC) od održivog korištenja morskih resursa, uključujući i održivo upravljanje ribarstvom, akvakulturom i turizmom“.

U kojoj mjeri razvoj turizma općenito, te napose obalnog i pomorskog turizma, ispunjava ove i druge Ciljeve održivog razvoja, tema je za raspravu. Premda svaki oblik turizma može donijeti koristi poput onih navedenih u Tablici 1, povijesno gledano, razvoj obalnog i pomorskog turizma suočava se s nizom prepreka održivom funkcioniranjem. Želimo li globalno razvijati istinski održivi pristup njegovu razvoju, morat ćemo se suočiti s nekoliko velikih izazova. Ne učini li se to, pozitivni utjecaji obalnog i pomorskog turizma neće polučiti rezultate ili će oni biti znatno slabiji (Dwyer, 2017, 2018b, 2018c).

4. PREPREKE ODRŽIVOM RAZVOJU OBALNOG I POMORSKOG TURIZMA

Moguće je ustanoviti nekoliko čimbenika koji ograničavaju obujam ponude u obalnom i pomorskom turizmu i utječu i na kvalitetu pružene ponude, a to su:

Narušavanje kvalitete okoliša

Želi li biti privlačan, turizam, više nego druge gospodarske aktivnosti, ovisi o izuzet-

work for all”. It aims in Target 8.9. to: “by 2030, devise and implement policies to promote sustainable tourism that creates jobs and promotes local culture and products”.

Goal 12 to “ensure sustainable consumption and production patterns”, including in Target 12.b to “develop and implement tools to monitor sustainable development impacts for sustainable tourism which creates jobs, promotes local culture and products”.

Goal 14 to “conserve and sustainably use the oceans, seas and marine resources for sustainable development”, includes as target 14.7 to increase by 2030, “the economic benefits of small island developing states (SIDS) and least developed countries (LDCs) from the sustainable use of marine resources, including through sustainable management of fisheries, aquaculture and tourism”.

The extent to which tourism development in general, and coastal and marine tourism in particular is meeting these and other SDGs is open to debate. Coastal and marine tourism developments face many challenges to sustainable operations. To develop a genuinely real sustainability approach to its development globally, implies meeting several key challenges. If these challenges are not met, the positive impacts of coastal and marine tourism will either not result or will be greatly diminished in significance (Dwyer, 2017, 2018b, 2018c).

4. BARRIERS TO SUSTAINABLE COASTAL AND MARINE TOURISM DEVELOPMENT

Several constraints may be identified which limit the capacity of supply in coastal and marine tourism and that also affect the quality of the supply provided. These include:

Deteriorating environmental quality

More than most other industries, tourism depends on valued environments for its ap-

no vrijednim okolišima. Međutim, sve veći broj ljudi sve više posjećuje morski svijet i njegove osjetljive, krhke okoliše. Aktivnosti vezane uz turizam dodatno zagađuju obalne i morske okoliše. Loše planiranje turističkog razvoja obale ima štetni učinak na postojeće lokalne grane gospodarstva i na društvo u lokalnim zajednicama. Svi oblici turističkog razvoja ostavljaju ugljikov otisak, a osobito prijevoz (Becken i Shuker, 2019). Mnogi morski okoliši zajednički su resursi na koje svatko ima pravo te imaju dualna obilježja neisključivosti i neiscrpnosti (Ostrom, 2015). Neki primjeri su jezera, oceani, ribolovna područja, kitovi, čisti zrak i čista voda. Kako nitko ne posjeduje morske resurse, za njihovo korištenje ne postoje određene cijene i svatko ih može koristiti i/ili ubirati njihov sadržaj. Neizbježan rezultat je prekomjerni turizam koji sa sobom nosi pretjerano iskorištavanje, zloupotrebu, prometne čepove, zagađenje te narušavanje kvalitete i smanjenje bioraznolikosti sve manjih morskih resursa.

Razvoj gradova

Obalna područja visoko su cijenjena i na njima je primjetna velika koncentracija iskorištenosti zemljišta i otuđivanja lokalnih zemljišta i resursa. Šteta od pretjerane eksploatacije, loša kontrola razvoja i neadekvatna briga za upravljanje zajednicama i resursima obilježja su obalnog i pomorskog turizma u cijelome svijetu, a prate ih i velike promjene u izgledu krajolika do kojih dolazi uslijed izgradnje infrastrukture, građevina i ostalih objekata (UNWTO, 2013; Dwyer, 2017, 2018c). Veliki dio morskog razvoja obilježavaju špekulacije i nedostatak planiranja kao i nedostatna posvećenost dugoročnoj dobrobiti regija, što rezultira štetnim učincima na društvo i okoliš, poput uništavanja obale te erozija plaža i tla, ispuštanja nepročišćenih kanalizacijskih voda u more, uništavanja važnih obalnih staništa, zasićenja tla i smanjenja površine zemljišta za poljoprivredne i druge namjene (Nelson, 2004; Sytnik i

peal. However, increasing numbers of persons are accessing more and more of the marine world with its sensitive and fragile environments. Tourism operations comprise an additional source of pollution on coastal and marine environments. Poorly planned seaside tourist developments have a detrimental effect on existing local industries and on the social fabric of local communities. All forms of tourism development leave a carbon footprint particularly transportation activities (Becken and Shuker, 2019). Many marine environments are common pool and open access resources that have the dual characteristics of non-excludability and rivalry (Ostrom, 2015). Examples include lakes, oceans, fishing grounds, whales, fresh air and clean water. Because no one owns marine resources, no prices are attached to using them and anyone can enter and/or harvest the contents. The inevitable outcome is over-tourism associated with overuse, abuse, congestion, pollution and quality degradation and reduced biodiversity of increasingly scarce marine resources.

Urban Development

Coastal and marine tourism is associated with damage from over exploitation, poorly controlled development and inadequate concern for communities and resource management. Landscapes have experienced substantial changes from the construction of infrastructure, buildings and facilities (UNWTO, 2013; Dwyer, 2017, 2018c). The speculative and haphazard nature of much coastal development with little commitment to the long term well-being of regions, has resulted in coastal degradation and beach and soil erosion, untreated sewage discharges into marine environments, the destruction of important coastal habitats, land saturation and a decrease in the land available for agricultural and other uses (Nelson, 2004; Sytnik and Stecchi, 2015). Overall, the ecological footprint of urbanisation on

Stecchi, 2015). Sveukupno, ekološki otisak urbanizacije na morske i obalne resurse je zabrinjavajuć i nastavlja rasti.

Utjecaj drugih grana gospodarstva na turizam

Neturističke gospodarske grane mogu prouzročiti nestanak staništa, gubitak bioraznolikosti, zagađenje i posljedice za ekosustave koji štetno utječu na privlačnost obalnog i pomorskog turizma. Aktivnosti vezane uz akvakulturu, izlov ribe, istraživanje i vađenje minerala, ispuštanje nafte iz tankera, bacanje smeća s trgovačkih brodova itd. smanjuju održivost obalnih i morskih lokacija namijenjenih turizmu (Dwyer, 2018b). Istovremeno, zagađivači poput poljoprivrednih i drugih kemikalija te makro i mikro plastičnih zagađivača, s kopna dospijevaju u more, osobito putem rijeka: zakiseljavanje uzrokovano ljudskim faktorom, eutrofikacija te plastični otpad utječu na obalne i morske ekosustave (UNEP, 2009). Borba za obalne i morske prostore ukazuje na potrebu za učinkovitim upravljanjem kako bi se izbjegli potencijalni konflikti i stvorila sinergija između različitih namjena (Dwyer, 2018b).

Ograničenja vezana uz ljudske potencijale

Sektor obalnog i pomorskog turizma globalno ima problem s privlačenjem i zadržavanjem dovoljnog broja obučenih djelatnika koji bi radili u njegovim raznim segmentima, uslijed sezonalnosti i nepostojanja karijernih mogućnosti (Dwyer, 2018c). Posljedica toga su problemi vezani uz kvalitetu usluga, što uništava konkurentnost destinacije. Nedostatak obučenih djelatnika ponekad je uzrokovano nedostatkom edukacije u ugostiteljstvu na samim obalnim destinacijama. Ozbiljan problem je veliki broj malih poduzeća koja si ne mogu priuštiti sudjelovanje u raznim obrazovnim programima (Joseph i Pakkeerappa, 2015). Osim nedostatka dovoljnog broja osposobljenih djelatnika, obalnom i

marine and coastal resources is severe and growing in size.

Impacts of other industries on tourism

Non-tourism industries can create pollution, animal habitat and biodiversity loss, and adverse pressures effects on ecosystems reducing the appeal of coastal and marine tourism. Activities related to aquaculture, over-fishing, minerals exploration and extraction, spills from oil tankers, garbage from merchant shipping etc. degrade the suitability of coastal and marine locations for tourism purposes (Dwyer, 2018b). Meanwhile, land-based pollution involving agricultural run-off, chemicals and macro- and micro-plastic pollutants feed into the ocean especially from rivers; human induced acidification, eutrophication, and plastic wastes impact upon coastal and marine ecosystems (UNEP, 2009). Competition for coastal and marine space highlights the need for efficient management to avoid potential conflict and create synergies between different uses (Dwyer, 2018b).

Human resource constraints

Due to both seasonality and lack of career opportunities, coastal and marine tourism worldwide finds it difficult to attract or maintain sufficient skilled personnel to work in its various sectors (Dwyer, 2018c). This leads to problems in service quality, eroding destination competitiveness. Skill shortages are sometimes caused by a lack of provision of skills training in the hospitality sector provided within coastal destinations. A major problem is the huge number of small business operators who cannot afford to take part in various educational programs (Joseph and Pakkeerappa, 2015). Additional to any skill shortages among employees, coastal and marine tourism often lacks dynamic entrepreneurs to promote professional approaches amongst local enterprises, administration and stakeholders.

pomorskom turizmu često nedostaje dinamičnih poduzetnika koji bi među lokalnim poduzećima, administracijom i dionicima promicali profesionalni pristup.

Loš prometni sustav

Obalne destinacije često imaju loše koncipiran sustav javnog i privatnog prijevoza, s velikim zastojima na cestama i potrošnjom energije te lošim prometnim vezama. Čest problem u destinacijama u nastajanju je nedostatna infrastruktura u lukama koja ograničava broj i veličinu plovila koje mogu prihvatiti (Dwyer, 2018c; IORA, 2019). Neki od ostalih problema su: loše ceste od luka do ključnih turističkih znamenitosti, neadekvatne službe za izdavanje viza i graničnu kontrolu u lučkim područjima; i neprovođenje propisa vezanih uz zaštitu okoliša za brodove za krstarenje (UNWTO, 2013). Turizam na malim otocima ima osobit problem loše zračne i pomorske prometne povezanosti s kopnom (UNEP, 2014; UNCTAD, 2014).

Financiranje razvoja

Mnoge obalne destinacije i poslovni subjekti imaju ograničen ili nikakav pristup zajmovima kojima bi se poduprla ulaganja i inovacije. Stoga bi prije traženja izvora financiranja trebalo pomno analizirati sljedeće: koje su vrste potrebnih ulaganja; koji se sektori u obalnom i pomorskom turizmu suočavaju sa znatnijim problemima financiranja; koje infrastrukturne potrebe imaju prioritet; i koji su dostupni izvori financiranja. Snažna podrška države (održivom) razvoju obalnog i morskog turizma može smanjiti rizik za ulagače i znatno potaknuti financiranje (Trebilcock i Rosenstock, 2015; Dwyer, 2018c). Važno je i ukloniti opterećujuće i neusklađene administrativne procedure koje otežavaju pristup financiranju inovativnih projekata. Vlade malih otočkih država osobito trebaju izdašnu financijsku pomoć međunarodne zajednice kako bi se prilagodile klimatskim promjenama i pokušale smanjiti njihove

Poor transportation networks

Coastal destinations often feature poorly conceived public and private transport networks characterised by road congestion, high energy consumption and poor transport links. Emerging destinations typically have limited port infrastructure restricting the number and size of vessels that can visit (Dwyer, 2018c; IORA, 2019). Other problem areas include: poor roads leading from ports to key tourism attractions, inadequate visa and immigration processing services in port areas; and a lack of enforced environmental regulations for cruise ships (UNWTO, 2013). Small island tourism is particularly affected by poor air and sea transport links with mainland areas (UNEP, 2014; UNCTAD, 2014).

Finance for development

Many coastal destinations and operators have limited or no access to credit to support investments and innovation. More information is needed regarding: types of investment required in different destinations; industry sectors facing greater financial constraints; infrastructure needs that are most pressing; and the potential sources of finance that are available. Strong government support for (sustainable) coastal and marine tourism developments can reduce the risk for investors and provide a catalyst for finance (Trebilcock and Rosenstock, 2015; Dwyer, 2018c). Burdensome or uncoordinated administrative procedures that impede access to financial support for innovative projects also acts as a barrier to development. Small island governments have a particular need for extensive international financing for climate adaptation and mitigation efforts, and increased knowledge and capacity to address the challenges (Dwyer, 2017, 2018c). Fundamentally, what is needed is not more investment *per se* but investment in the *right* types of projects to enhance destination competitiveness (Gössling, 2006).

negativne utjecaje te usvojile više znanja i sposobnosti za rješavanje problema (Dwyer, 2017, 2018c). U biti, ono što je potrebno nisu veće investicije *per se*, već ulaganja u *prave* vrste projekata kojima će se povećati konkurentnost destinacije (Gössling, 2006).

Ograničenost podataka

Informacije o obalnom i pomorskom turizmu rastrkane su i fragmentirane (Dwyer, 2017, 2018c). Državne i regionalne statistike i mjere vrednovanja često su nepotpune, zastarjele i nedosljedne zbog čega međusobno uspoređivanje zemalja predstavlja pravi izazov. Mnoga morska područja, osobito područja dubokih mora, gotovo su potpuna nepoznanica. Nepostojanje specifičnih i sektorskih informacija ograničava mogućnosti umrežavanja u obalnom i pomorskom turizmu, osobito za mala i srednja poduzeća (Dwyer, 2018c). U ključnim znanstvenim i društvenim podacima nedostaju mnogi podaci što štetno utječe na ulaganja i povećava rizik od neuspjeha projekta (Salomon i Marcus, 2018). Potrebno je ustanoviti koje vrste podataka nedostaju i nadopuniti ih kako bi se planiranje i upravljanje destinacijama poboljšali. Turistička statistika osobito je važna za kreatora politika i tvrtke žele li znati kakva je djelotvornost turističkog sektora i kakvi su najnoviji trendovi. Nepostojanje podataka, kako fizičkih tako i onih iz društvenih znanosti, potrebnih za donošenje informiranih odluka za ulagače u graditeljstvo i razne industrije vezane uz more često su rezultat loših procesa upravljanja (Dwyer, 2018b, 2018c).

Mali otoci i arhipelazi

Ova se područja suočavaju s istim društvenim, gospodarskim i ekološkim izazovima (Dwyer, 2017). Razlog je tomu što imaju ista obilježja, poput malog broja stanovnika, skromnih resursa, malih domaćih tržišta, niskih razina prihoda i štednje, udaljenosti, velike ovisnosti o vanjskoj pomoći za razvoj i međunarodnoj trgovini (osobito roba),

Data limitations

Information about coastal and maritime tourism is dispersed and fragmented (Dwyer, 2017, 2018c). Meaningful destination comparisons can be precluded by national and regional statistics and value measures that are incomplete, outdated or inconsistent. Many deep ocean areas are virtually unknown. A lack of specific and sectoral information restricts networking opportunities in coastal and marine tourism particularly for small to medium enterprises (Dwyer, 2018c). Gaps in key scientific and social data adversely affect investment and increase the risks of project failure (Salomon and Marcus, 2018). Data gaps to improve planning and destination management must be identified and addressed. Good data are critical for policy makers and businesses to understand tourism sector performance and emerging trends. Lack of physical and social scientific data required for informed decision making by developers and investors in marine industries often reflects poor governance processes (Dwyer, 2018b, 2018c).

Small Islands and archipelagos

These areas face common social, economic and environmental challenges (Dwyer, 2017). These result from characteristics such as small populations, narrow resource base, small domestic markets, low income levels and savings rates, remoteness, high dependency on development assistance and international trade (especially commodities), poor infrastructure, lack of skilled/managerial/technical personnel in tourism and hospitality, and vulnerability to natural disasters and exposure to global environmental changes (UNEP, 2014; UNCTAD, 2014; Dwyer, 2018c).

Dependence on tourism

Coastal and marine tourism destinations, particularly small islands, are typically sus-

loše infrastrukture, manjka obučenog / menadžerskog / tehničkog osoblja u turizmu i ugostiteljstvu te ranjivosti kad je riječ o prirodnim katastrofama i izloženosti globalnim ekološkim promjenama (UNEP, 2014; UNCTAD, 2014; Dwyer, 2018c).

Ovisnost o turizmu

Za destinacije obalnog i pomorskog turizma, osobito male otoke, tipično je da su podložne dvama vrstama ovisnosti. Jedna vrsta odnosi se na ovisnost o turizmu općenito kao o izvoznome tržištu. Teroristički napadi, pandemije i ekonomske krize vrlo dobro pokazuju rizike koje donosi ovisnost o turizmu, a koji se javljaju uslijed iznenadnih nepovoljnih promjena u potražnji na svjetskim tržištima (Dwyer, 2015). Druga vrsta ovisnosti javlja se unutar samog turističkog tržišta, uslijed pretjeranoga oslanjanja na turizam iz nekog određenog emitivnog tržišta ili pretjerano oslanjanje na pojedini turistički proizvod (npr. rekreacijske aktivnosti na plaži, jedrenje, promatranje kitova, ronjenje). S obzirom na diskrecijsku prirodu turističke potrošnje, turizam je izuzetno osjetljiv na sve vrste kriza (gospodarskih, ekoloških, političkih) (Dwyer, 2017, 2018c). Za razliku od nekih drugih turističkih tržišta, sezonalnost obalnog i pomorskog turizma, koji je vezan uz razdoblja godišnjih odmora i vremenske uvjete na emitivnim tržištima, gospodarstva mnogih destinacija koje su se prekomjerno specijalizirale za turizam čini osobito osjetljivima na krize. Potrebno je posvetiti više pažnje tomu kako destinacije mogu sudjelovati u novim oblicima turizma, a da pri tome izbjegnu oblike ovisnosti tipične za postojeće oblike obalnog i pomorskog turizma (Dwyer, 2017, 2018b).

Klimatske promjene

Klimatske promjene imat će sve značajniji utjecaj na obalni i pomorski turizam. One će utjecati na globalni gospodarski rast, pa povratno i na globalne turističke brojke i potrošnju. Sama klima ima veliki utjecaj

ceptible to two types of dependence. One type relates to a dependence on tourism in general as an export market. Terrorist events, pandemics, and economic downturns demonstrate very well the risks involved in tourism dependency arising from sudden unfavourable changes in demand from world markets (Dwyer, 2015). Another type of dependence occurs within the tourism market, with over-reliance on tourism from a particular origin market or over-reliance on a particular tourism product (eg. yachting, surfing, diving, whale watching). Given the discretionary nature of tourism expenditure, tourism operations are extremely sensitive to economic, environmental, social and political crises (Dwyer 2017, 2018c). In contrast to some other tourism markets, the seasonal nature of coastal and marine tourism, makes many destinations that overspecialise in tourism particularly vulnerable to crises. More attention must be given as to how destinations can participate in new forms of tourism to avoid the types of dependency that characterise existing forms of coastal and marine tourism (Dwyer, 2017, 2018b).

Climate Change

Climate change is already having a substantial and growing adverse impact on coastal and marine tourism. More widely the affect of climate change on global economic growth will in turn affect global tourism numbers and expenditure. Climate itself has a major influence on destination choice, with the decline in quality of the visitor experience leading to reduced visitation and reduced economic impacts (Gossling, 2018). Rising sea levels cause coastal erosion, loss of beach area, higher costs to protect and maintain waterfront tourism precincts (Santos-Lacueva, Clavé and Saladié, 2017). Small island tourism destinations are particularly vulnerable to sea level rise and erosion of beaches and shorelines are susceptible to intense climatic events such as hurricanes.

na odabir destinacije pri čemu pad kvalitete doživljaja vodi i k smanjivanju broja posjeta i gospodarske koristi (Gössling, 2018). Podizanje razine mora dovest će do erozije obala, nestanka plaža te povećanja troškova zaštite i održavanja turističkih zona uz obalu (Santos-Lacueva, Clavé i Saladié, 2017). Male otočne turističke destinacije osobito su osjetljive na podizanje razine mora i eroziju plaža, a obale su osjetljive i na intenzivne klimatske događaje poput uragana. Podizanje temperature površine mora uzrokuje izbjeljivanje koralja, narušavanje kvalitete morskih resursa i izumiranje vrsta čime se umanjuje privlačnost destinacije (Dwyer, 2017). Promjene u obrascima vremena, koje donose jače oluje, nanose ozbiljnu štetu ili potpuno uništavaju turističke atrakcije. Postupci prilagodbe trebali bi biti sastavni dio razvojnih politika i planiranja na svim razinama, a odgovori na klimatske promjene dio širih politika upravljanja rizikom u turizmu (Gössling *et al.*, 2018).

Mogućnosti zarade za život zajednice

Ključni cilj za razvoj održivog obalnog i pomorskog turizma je da lokalne zajednice imaju korist od turizma i pomognu smanjiti siromaštvo, povećati prihode i poboljšati upravljanje i prakse zaštite u zajednicama (Dwyer, 2018c). Međutim, obalna područja često se muče oko stvaranja i izvlačenja maksimalnih gospodarskih koristi od turizma (Čavlek, Ladkin i Willis, 2017). Do velikog odljeva turističkog prihoda dolazi uslijed velikog udjela uvoza u turističkoj potrošnji koji je rezultat male proizvodne baze u mnogim obalnim i morskim destinacijama. Tradicionalni problem odljeva dodatno je pogoršan *off shoringom*, zbirnim pojmom koji se odnosi na kretanje, premiještanje i prikrivanje resursa vezanih uz globalni kapitalizam (Dwyer, 2018b, 2018c).

Loše upravljanje

U zadnje vrijeme u diskursu o obalnim i morskim resursima, pojam „odgovorno

Warming seas cause coral bleaching and marine resource degradation and species extinction, reducing destination attractiveness (Dwyer, 2017). Increasing storms and floodings severely damage or destroy tourism attractions. Adaptation actions should be integrated into development policy and planning at every level, with climate change responses integrated into a broader risk management policy for the tourism sector (Gössling *et al.*, 2018).

Community livelihoods

A key feature of sustainable coastal and marine tourism development is that local communities benefit, thereby helping to alleviate poverty, improve livelihoods and encourage better management and conservation practices in communities (Dwyer, 2018c). However, coastal regions often struggle to create and fully capture economic benefits generated by tourism (Čavlek, Ladkin and Willis, 2017). The high import content of tourists' consumption bundle as a result of a narrow production base in many coastal and marine destinations, results in high leakage of tourist revenue. The traditional leakages issue has evolved to encompass off-shoring, a collective term to capture the movement, relocation and concealment of resources associated with global capitalism (Dwyer, 2018b,c).

Poor Governance

In recent discourse concerning coastal and marine resources, the term 'governance' is increasingly used instead of 'management', and is seen as a prime solution to problems associated with marine resources (de la Torre-Castro, 2012). Governance is defined here as, the values, rules, institutions, and processes through which public and private stakeholders seek to achieve common objectives and make decisions (Dwyer, 2018c). Governance approaches emerged

upravljanje“ sve se češće rabi umjesto „menadžmenta“ i smatra ga se ključnim rješanjem problema vezanih uz morske resurse (de la Torre-Castro, 2012). Upravljanje se pritom definira kao vrijednosti, pravila, institucije i procesi kojima javni i privatni dionici nastoje postići zajedničke ciljeve i donositi odluke (Dwyer, 2018c). Pristup zasnovan na upravljanju javlja se 1990-ih, kao oblik donošenja odluka u kojem dionici puno više sudjeluju – na način koji se razlikuje od onoga u tradicionalnim praksama upravljanja. Međutim, upravljanje obalnim i pomorskim turizmom nije polučilo uspjeh na regionalnoj, nacionalnoj i međunarodnoj razini (Grip, 2017). Obalna i pomorska gospodarstva diljem svijeta ostaju fragmentirana, a suradnja je često ograničena na dionike iz tradicionalnih aktivnosti, prema klasifikaciji gospodarskih grana kako ih definiraju statistički zavodi. To, zajedno s činjenicom da se obalni i morski resursi smatraju zajedničkim dobrom, ograničava mogućnost holističkog odlučivanja i usporava napredak u postizanju i održavanju rezultata održivog razvoja (Dwyer, 2018b).

5. SUOČAVANJE S OZBILJNIM PROBLEMIMA: SLOŽENA I HIJERARHIJSKA STRUKTURA UPRAVLJANJA

Procesi upravljanja koji mogu pomoći rješavanju navedenih problema obuhvaćaju integrirano planiranje u različitim područjima nadležnosti, angažiranje mnogih dionika i upotrebu odgovarajućih evaluacijskih alata za informirano kreiranje politika. O svakom se raspravlja u nastavku. Primjer krstarenja dan je s ciljem naglašavanja kompleksnosti i izazova upravljanja. Poglavlje završava analizom Integriranog upravljanja obalnim zonama kao novog pristupa upravljanju kako bi se osvijestila kompleksnost ozbiljnih problema menadžmenta obalnog i pomorskog turizma.

in the 1990s as a form of decision-making with much wider stakeholder participation - distinct from that of traditional government practices. There is, however, failure of good governance of coastal and marine tourism regionally, nationally and internationally (Grip, 2017). Coastal and marine economies worldwide remain fragmented and cooperation is often confined to stakeholders along the lines of traditional activities according to statistical agency industry classifications. This, together with the ‘common pool’ nature of coastal and marine resources, limits holistic decision making and impedes progress in respect of achieving and maintaining sustainable development outcomes (Dwyer, 2018b).

5. ADDRESSING WICKED PROBLEMS: COMPLEX AND HIERARCHICAL GOVERNANCE STRUCTURES

Governance processes that can help to meet the identified challenges include integrated planning across different jurisdictions, multi-stakeholder engagement, and use of appropriate evaluation tools to inform policy making. Each is discussed below. An example of the cruise industry is given to illustrate the complexities and challenges of governance. The section concludes with an examination of Integrated Coastal Zone Management (ICZM) as an emerging governance approach to addressing the complexity of wicked problems in coastal and marine management.

Jurisdiction over coastal policy and planning at the local and regional scale

Relevant and coherent policies for governing coastal and marine tourism are needed across governments in different jurisdictions and at different levels (local, regional, national) (Mohanty *et al.*, 2015). Each desti-

Nadležnost nad obalnim politikama i planiranjem na lokalnoj i regionalnoj razini

Potrebno je imati relevantne i koherentne politike upravljanja obalnim i pomorskim turizmom u vlastima u raznim područjima nadležnosti i na raznim razinama (lokalnim, regionalnim, nacionalnim) (Mohanty *et al.*, 2015). Svaka destinacija suočava se s različitim skupom problema pri ostvarivanju svojeg punog turističkog potencijala i samo rješavanjem tih problema može se u potpunosti ostvariti bilo koji regionalni turistički potencijal.

Uključenost politika i planiranja u obalni turizam najvidljivija je na lokalnoj i regionalnoj razini (Dwyer, 2017). Tradicionalno se pri kreiranju politika fokus stavlja na kopno, čime se usporava razvoj širih procesa upravljanja obalnim i pomorskim turizmom. Mnogi projekti se provode u relativno labavo strukturiranim ili nedjelotvornim regulatornim okvirima koji odražavaju neformalne odnose u kojima oni koji su u poziciji izravno izvući korist, poput zemljovlasnika, špekulanata ili ulagača, tvore koalicije lokalnog rasta koji se rukovode privatnim ekonomskim interesima unutar šireg makropolitikog okoliša (Nelson, 2004). Premda raste trend sudjelovanja zajednice u lokalnom planiranju, stupanj u kojem građani mogu utjecati na razvojne odluke ovisi o pozicijama moći i vezan je uz politiku.

U obalnim destinacijama, lokalne i regionalne agencije sudjeluju u planiranju i donošenju propisa vezanih uz politike te u razvoju infrastrukture – primjerice, cesta, kanalizacije i upravljanja obalom i plažama (Gössling, Hall i Scott, 2018). Isto tako bave se stvaranjem turističkih atrakcija, poput muzeja i umjetničkih galerija, i organiziranjem događanja. Nadalje, upotpunjavaju uloge privatnih poslovnih subjekata u turizmu svojim promotivnim aktivnostima. Koliko je turizma prioritetan ovisit će o stupnju gospodarske ovisnosti zajednice o turizmu. Obalni okoliši suočavaju se s izazovima odgovornog upravljanja zbog složenosti zakonodavstva, što proizlazi iz činjenice da se ono odnosi i na kopnene i na

nation faces a different set of issues towards realizing their full tourism potential. Only by resolving these issues can regional tourism potential be fully actualised.

Policy and planning engagement with coastal tourism is most evident at the local and regional scales (Dwyer, 2017). A traditional terrestrial focus of policymaking has retarded the development of broader governance processes for coastal and marine tourism. Many developments occur within relatively loosely structured or ineffective regulatory regimes, reflecting informal relationships wherein those who stand to gain directly as landowners, speculators, or investors form local growth coalitions pursuing private economic interests within the broader macro-political environment (Nelson, 2004). Although there is a growing trend towards community participation in local planning, the degree to which citizens can influence development decisions is dependent upon issues of power and politics.

In coastal resorts, local and regional government agencies engage in planning and policy regulation, as well as infrastructure development – for example, roads, sewerage, and coastal and beach management (Gössling, Hall and Scott, 2018). They also develop attractions, such as museums and art galleries, and, organize events. Further, they complement the roles of private tourism operators through their promotional activities. The degree to which the tourism sector is prioritized will depend on the degree of economic dependence on tourism by the community. Coastal environments face management challenges due to the complex legislation associated with the interface between terrestrial and marine ecosystems (Gill, Kriwoken, Dobson AND Fallon, 2006). The problems of integrating tourism into this system are widespread and are often exacerbated by the lack of systematic collection of data on the magnitude and type of tourism and its diverse environmental, social and economic impacts.

morske ekosustave (Gill, Kriwoken, Dobson i Fallon, 2006). Problemi integriranja turizma u taj sustav rašireni su i dodatno ih pogoršava nepostojanje sustavnog prikupljanja podataka o snazi i obliku turizma te različitih utjecaja koje on ima na okoliš, društvo i gospodarstvo. Lokalna nadležnost općina često je ograničena samo na održavanje plaža, dok svim drugim morskim područjima upravljaju državne ili nacionalne agencije: primjerice bave se rješavanjem problema prijevoza, ribarenja i upravljanja ekosustavima i njihovom zaštitom.

Unutar istoga područja često dolazi do borbe za turiste između obalnih mjesta i sukoba oko korištenja obalnog zemljišta, što pokazuje da je regionalna suradnja u obalnim i morskim područjima puna izazova. Pomorski turizam pokazuje nedostatak regionalne suradnje u razvoju proizvoda, paket aranžmana koji uključuju posjet većem broju zemalja, intraregionalnih putovanja, promociji, prikupljanju podataka, edukaciji, osiguranju kvalitete i ekoloških standarda (Gössling *et al.*, 2018).

Nadležnosti i politika na nacionalnoj i međunarodnoj razini

Međunarodna Konvencija Ujedinjenih naroda o pravu mora određuje granice nadležnosti kontrole koje su određene državnim teritorijalnim vodama u kojima države imaju punu pravnu nadležnost unutar zone od 12 milja od svoje obale. 200 nautičkih milja od te linije određena je Ekskluzivna gospodarska zona (EEZ) u kojoj obalna država ima neka prava u zaštiti okoliša (Grip, 2017: Salomon i Marcus, 2018). Unutar tih morskih područja, turizam i rekreacijske aktivnosti regulirani su u skladu sa složenim višestrukim zakonskim okvirima korisnika konkurenata. U obzir se uzimaju potrebe komercijalnog prijevoza, komercijalnog ribarenja i morskih zaštićenih područja. Za rekreacijsku plovību i ribarenje u tim područjima nadležnosti potrebne su licence i dozvole, dok industrija krstarenja podliježe širokom rasponu međunarodnih, državnih i regionalnih propisa

Local municipal jurisdiction is generally limited to the low watermark on beaches, with marine areas beyond that managed by state or national agencies with respect to such issues as transportation, fishing, and ecosystem management and protection. There is often competition for tourists between coastal resorts within the same region as well as confrontation regarding coastal land use, thus, regional collaboration in coastal and marine areas is challenging. Marine tourism is characterised by a lack of regional cooperation in such matters as product development, multi-country packaging, intra-regional travel, promotion, data collection, training, quality assurance, and environmental standards (Gössling *et al.*, 2018).

Jurisdiction and policy at the national and international levels

The international "UN Law of the Sea Convention" designates boundaries of jurisdictional control that identify national territorial waters in which nations have full legal jurisdiction within a 12-mile zone beyond their coastline. Beyond that for a further 200 nautical miles, an Exclusive Economic Zone (EEZ) is designated in which the coastal state has some legal rights of environmental protection (Grip, 2017: Salomon and Marcus, 2018). Within these marine areas, tourism and recreational activities are regulated with regards to the complex multiple legalities of competing users. These include consideration of the needs of commercial shipping, commercial fisheries, and marine protected areas. Recreational boating and fishing activities in these jurisdictions require licenses and permits, whereas, as described below, the cruise industry must adhere to a wide range of international, national and regional regulations (Ghosh, 2011). National governments frequently play promotional roles in coastal and marine tourism, especially with respect to attracting international tourists. Further, tourism is often seen as a compo-

(Ghosh, 2011). Nacionalne vlade često imaju ulogu promotora u obalnom i pomorskom turizmu, osobito kad je riječ o privlačenju stranih turista. Nadalje, turizam se često smatra važnim dijelom cjelokupnog gospodarskog razvoja i u nekim je zemljama bilo pokušaja izgradnje velikih obalnih rezorta. U konkurentskej areni globalnog tržišta regionalne vlasti sve više djeluju relativno autonomno u odnosu na nacionalne vlade u promoviranju regionalnog turizma i imaju sve veću ulogu u privlačenju stranih turista (Hall, 2005).

U mnogim zemljama nacionalne vlade imaju važnu ulogu uspostavljanja i upravljanja različitim oblicima morskih zaštićenih područja (MPA). Primarna uloga nekih nacionalnih morskih parkova je da štite ekosustave i ograničavaju njihovo korištenje za rekreaciju. Međutim, drugi, poput Morskog parka Velikog koraljnog grebena u Australiji, dopuštaju turizam, ribolov, plovību i prijevoz kao legitimne načine korištenjaorskog parka, ali uz veliku regulaciju jer su očuvanje i zaštita okoliša grebena najvažniji cilj. Državna intervencija je, međutim, ponekad manje, a ponekad više uspješna. Usljed globalizacije, državna regulacija i upravljanje razvojem resorta nisu polučili uspjeh (Salomon i Marcus, 2018).

Razvoj obalnog i pomorskog turizma trebao bi biti osjetljiv i na potrebe lokalnih zajednica (Agarwal i Shaw, 2007). Učinkovito upravljanje trebalo bi obalne zajednice zaštititi od kratkoročnih političkih rješenja i politike kreirati na temelju dobrih i pouzdanih informacija (Dwyer, 2018b, 2018c). Mnoge zajednice trebat će pomoć kako bi povećale svoje standarde, možda stvaranjem snažnih turističkih udruženja (Dwyer, 2017, 2018c). Članovi zajednice trebaju razmisliti o svojoj budućnosti i zamisliti kakvu zajednicu žele (koju vrstu turizma želimo [ako ga uopće želimo?]). Potrebno je i jasno ustanoviti što zajednica domaćin smatra vrijednim i što želi te koju ulogu turizam može igrati u njezinom životu (Dwyer, 2018a).

Planovi upravljanja turizmom mogu imati korisnu ulogu u prepoznavanju relativne važnosti pozicioniranja obalnog turizma

and in some countries attempts have been made to develop large coastal resort areas. In a competitive global market arena, regional governments increasingly act relatively autonomously from the national government by promoting tourism at the regional level and play a greater role in attracting international visitors (Hall, 2005).

An important role of national governments in many countries is the establishment and management of various forms of marine protected areas (MPAs). Some national marine parks are primarily to protect ecosystems and restrict recreational use. However, others, such as the Great Barrier Reef Marine Park in Australia, allow tourism, fishing, boating and shipping as legitimate uses of the Marine Park, but all users are highly regulated with conservation and environmental protection of the reef as overriding objectives. The success of national state intervention however is varied. There appears to be a failure of state regulation and management over resort development due to globalization forces (Salomon and Marcus, 2018).

Coastal and marine tourism development should be sensitive to the needs and aspirations of local communities (Agarwal and Shaw, 2007). Effective governance arrangements should protect coastal communities from political short-termism, and be able to harness good reliable information on which to formulate policy (Dwyer, 2018b, 2018c). Many communities will need assistance to improve their standards, perhaps through the creation of strong industry associations (Dwyer, 2017, 2018c). Communities must consider the future and imagine what they would like their community to be (what type of tourism do we want [if any?]). This involves identifying what is really valued or desired by the host community and the role that tourism might play in community life (Dwyer, 2018a)

Tourism Management Plans can play a useful role in identifying the relative im-

u okviru nacionalnih turističkih strategija (UNWTO, 2013). Mnoge zemlje nemaju definiranu politiku razvoja turizma, strategije i planove na regionalnim razinama. Uzimajući u obzir najbolje svjetske prakse, trebalo bi posvetiti više pažnje pripremi takvih planova suradnjom s dionicima na lokalnim razinama, pri čemu treba imati na umu da je neophodno imati dobre urbanističke zakone i propise koji jasno određuju koja se vrsta i obim urbanističkog razvoja dopušta u obalnim područjima. Isticanje važnosti turizma u svim razvojnim politikama može utjecati na nacionalne vlade kako bi se ta gospodarska aktivnost ozbiljnije shvatila. Planove upravljanja turizmom trebalo bi kreirati i revidirati visokokonzultativnim procesima kako bi se riješili problemi poput: odgovarajućih upravljačkih struktura u turizmu koje bi surađivale s privatnim sektorom i civilnim društvom; unutarvladinih struktura koje povezuju agencije za zaštitu okoliša i turističke agencije; i struktura na lokalnim razinama koje obuhvaćaju lokalne dionike vlasti, turizma, zaštite i dionike zajednice (Dwyer, 2017, 2018c).

Razlike u stupnju razvoja turizma, koje su vidljive u snazi turizma u svakoj zemlji i sposobnosti njezinih institucija da upravljaju tim sektorom, mogu utjecati na razvoj smislene i učinkovite suradnje među različitim područjima nadležnosti (Dwyer, 2017, 2018c). Na međunarodnoj razini, vodeća turistička organizacija je UNWTO. Njezina primarna regulatorna uloga je upravljanje turističkom statistikom. Premda UNWTO ima malo utjecaja na šire međunarodne politike koje mogu imati utjecaja na turizam, ta organizacija uvelike utječe na neke nacionalne turističke politike pomaganjem razvoja, preporukama i savjetovanjima. U zadnje vrijeme ta organizacija s vladama, javnim i privatnim partnerima, razvojnim bankama, međunarodnim i regionalnim financijskim ustanovama, agencijama Ujedinjenih naroda i međunarodnim organizacijama radi na postizanju 17 Ciljeva održivog razvoja (SDGs), od kojih tri, eksplicitno navode njihovu važnost za turizam (UNWTO, 2018).

portance and positioning of coastal tourism within national tourism strategies (UNWTO, 2013). Many countries lack tourism policies, strategies and plans at a sub-national level. Reflecting international best practice, greater attention should be placed on preparing such plans through stakeholder participation at a local level while acknowledging that strong planning laws and regulations are needed as to what types and volume of urban development is permissible in coastal regions. Tourism development policies can help to influence national governments to take the sector more seriously. Highly consultative processes should be embedded in Tourism Management Plans to cover issues such as: appropriate tourism governance structures with provision for private sector and civil society engagement; intra-governmental structures linking environmental and tourism agencies; and local area structures involving local authorities, tourism stakeholders, conservation and community stakeholders (Dwyer, 2017, 2018c).

Differences in the stage of industry development, reflected in the scale of tourism in each country and in the institutional capacity to manage the sector, can impact the development of any meaningful and effective collaboration across jurisdictions (Dwyer, 2017, 2018c). At the international level, the leading tourism organization is the UNWTO. Its primary regulatory role is managing global tourism statistics. Although the UNWTO has little influence on broader international policies that can affect tourism, it has substantial influence on some national tourism policies through development aid, advice and consultancies. Recently, as stated above, it has been working with governments, public and private partners, development banks, international and regional finance institutions, the UN agencies and international organizations to help achieve the 17 Sustainable Development Goals (SDGs), three of which, as noted above, explicitly identify a role for tourism UNWTO (2018).

Sudjelovanje velikog broja dionika

Destinacije obalnog i pomorskog turizma diljem svijeta imaju priliku povećati zaposlenost na lokalnoj razini i ojačati opskrbljenost. Edukacija u području turizma i ugostiteljstva može igrati važnu ulogu u jačanju kapaciteta i poticanju stvaranja koalicija većeg broja dionika kako bi se osiguralo da zajednice domaćini imaju koristi od održivog razvoja (UNEP, 2009, 2011). Strukture upravljanja u održivom obalnom i pomorskom turizmu trebaju učinkovito surađivati s raznim dionicima, na raznim razinama, a istovremeno osigurati dovoljno kapaciteta da bi polučile rezultate koji zadovoljavaju njihove raznovrsne ciljeve (UNWTO, 2013). Takvim bi se pristupom mogle ojačati postojeće obalne destinacije na način da grade odnose koji promiču jačanje inovacija i kapaciteta destinacije (Dwyer, 2017, 2018c). Ulogu ključnih igrača u postizanju održivog razvoja obalnog i pomorskog turizma trebalo bi pojasniti tako da se definiraju odgovornosti na različitim razinama upravljanja. Izdavanje turističkih certifikata i turistički kodeks o postupanju mogu imati važnu ulogu u strategijama dionika u razvijanju i provođenju održivog poslovanja (Winder i Le Heron, 2017).

Postoji velika potreba za koordiniranim angažmanom i javnog i privatnog sektora. Javno-privatna partnerstva do sada nisu imala veliku ulogu u razvoju obalnog i pomorskog turizma, ali mogla bi biti korisna u poticanju suradnje među dionicima kao i privlačenju dodatnih financijskih sredstava za razvoj (Delmon, 2017). Organizacije koje predstavljaju ekološke i društvene interese i inicijative potencijalno mogu biti od velike pomoći i imati veliku ulogu u razvoju kapaciteta (Honey i Krantz, 2007). Akademski i istraživački tijela, obrazovne institucije i lokalni konzultanti također mogu pružiti dragocjena znanja i usluge (Dwyer, 2017, 2018c). Međunarodne agencije trebale bi nastaviti pružati financijsku i tehničku pomoć zemljama u razvoju oko planiranja i upravljanja obalnim i pomorskim turizmom, kao

Multi-stakeholder engagement

Coastal and marine tourism destinations worldwide have opportunities to strengthen local employment and supply chains. Tourism and hospitality training can play an important role in capacity building, and in helping to form multi-stakeholder coalitions to ensure sustainable developments to benefit host communities (UNEP, 2009, 2011). Governance structures for sustainable coastal and marine tourism must effectively engage with different stakeholders at different levels, while ensuring sufficient capacity to deliver outcomes that meet their different objectives (UNWTO, 2013). This approach would attempt to build the resilience of existing coastal destinations by building relationships that promote innovation and destination capacity building (Dwyer, 2017, 2018c). The role of key players in delivering sustainable coastal and marine tourism development should be clarified, identifying responsibilities at different levels of governance. Industry certification and tourist codes of conduct can play an important role in stakeholder strategies to develop and maintain sustainable operations (Winder and Le Heron, 2017).

There is a particular need for coordinated engagement of both the public and private sectors. To date, Public-Private Partnerships have not played a substantial role in coastal and marine tourism development but may be beneficial in fostering stakeholder collaboration as well as bringing additional finance to support developments (Delmon, 2017). Organisations representing environmental and social interests and initiatives have potentially a very important role to play in facilitation and capacity building (Honey and Krantz, 2007). Academic and research bodies, training institutions and local consultants can also provide highly valuable knowledge and services (Dwyer, 2017, 2018c). International agencies should continue to provide financial and technical support to developing nations to support in the planning and management of coastal and marine tourism, as well as

i omogućavanjem razmjene znanja među zemljama (Dwyer, 2018b).

Povezivanje dionika u kontekstu razvoja turizma poprilično je izvodivo, ali posvećenost tome zadatku na dulje vrijeme već predstavlja veći izazov. Mogli bi se uspostaviti odbori za društveni dijalog za različite podsektore obalnog i pomorskog turizma (CLIA, 2017). Destinacije mogu pokrenuti stalne forume / platforme za raspravu kojima bi se spajali regionalni / lokalni akteri (npr. kompanije za krstarenje, luke i dionike u obalnom turizmu). Takve strukturirane komunikacijske platforme turizmu bi omogućile čvršće povezivanje sa svim relevantnim dionicima kako bi se razmjenjivale ideje, razvijale teme, poticala razmjena najboljih ideja, i, nadajmo se, stvorila zajednička vizija rješavanja postojećih problema (Dwyer, 2017, 2018b). Ta inicijativa mogla bi turizmu pomoći da dođe u središte zanimanja prilikom kreiranja svih politika vlasti i da mu se posvećuje više pažnje u procesima donošenja odluka na razini vlasti (Hoegh-Guldberg, 2015).

Evaluacijski alati

Aspekti obalnog i pomorskog turizma koji bi mogli imati značajan utjecaj na okoliš trebali bi biti podvrgnuti Procjeni utjecaja na okoliš (EIA). To je potencijalno moćan instrument koji može osigurati da turistički razvoj bude održiv i da nema neprihvatljiv utjecaj na postojeće industrije, društvene vrijednosti ili prirodni okoliš. Velika prednost EIA je važnost koju pridaje savjetovanju sa zajednicom i angažiranju u gospodarskom razvoju (Leijzer i Denman, 2013). Nažalost, među zemljama postoje znatne razlike u pogledu oblika razvoja turizma koje zahtijeva EIA.

Načelo opreza mora nas voditi u donošenju odluka u područjima u kojima ne posjedujemo dovoljna znanja o zamršenoj složenosti naših morskih ekosustava. Zbog neizvjesnosti oko toga hoće li biti moguće

through enabling knowledge sharing between the various countries (Dwyer, 2018b).

Bringing stakeholders together in tourism development contexts is quite feasible, but maintaining commitment over time is a greater challenge. Opportunities exist for setting up social dialogue committees for different coastal and marine tourism sub-sectors (CLIA, 2017). Destinations could create a permanent structured forum/platform of discussion, bringing together regional/local actors (e.g. cruise operators, ports and coastal tourism stakeholders). Such structured communication platforms would allow the industry to liaise closely with all relevant stakeholders to exchange ideas, develop themes, encourage best practice sharing as well as a shared vision to address current challenges (Dwyer, 2017, 2018b). This initiative could help to ensure that tourism is better mainstreamed in all governmental policy making and considered more closely in the governmental decision-making processes (Hoegh-Guldberg, 2015).

Evaluation tools

Coastal and marine tourism developments that are likely to have a significant environmental impact should be subject to an Environmental Impact Assessment (EIA). An EIA is a potentially powerful instrument in ensuring that tourism development is sustainable and does not have unacceptable impacts on existing industries, social values or natural environments. An important advantage of EIA is the role they accord to community consultation and engagement in economic development (Leijzer and Denman, 2013). Unfortunately, there is a considerable variation between countries as to the types of developments that require an EIA.

The Precautionary Principle must guide our decision-making in areas where we do not know enough about the intricate complexity of our marine ecosystems. In the face of uncertainty about potentially irrevers-

ispraviti neke negativne utjecaje na okoliš, odluke koje se odnose na korištenje prirodnih resursa trebalo bi donositi s oprezom. A za one aktivnosti koje potencijalno mogu naštetiti okolišu treba primijeniti pravila o teretu dokazivanja. To bi načelo trebalo usmjeravati razvoj prihvatljivih oblika novog pomorskog turizma.

Izražavanje vrijednosti usluga ekosustava u novčanim jedinicama ključan je način da se kreatorima politika predoči važnost ekosustava i bioraznolikosti. Ekonomska analiza i instrumenti dio su alata potrebnih za poboljšanje mjerenja i vrednovanja usluga ekosustava (Europska komisija, 2014). Oni su osobito korisni u slučajevima kad dolazi do sukobljavanja različitih stavova o tome u kojem bi smjeru razvoj trebao ići te kad se nastoji naći odgovarajuća ravnoteža između korištenja morskoga prostora i zaštite morskog i obalnog okoliša. Za informiranije integrirano upravljanje oceanima, zemlje bi trebale nastojati više koristiti ekonomske analize i ekonomske instrumente (Dwyer, 2017). Uspostavljanje međunarodnih platformi za razmjenu znanja, iskustava i najboljih praksi može potaknuti informiraniju ekonomsku evaluaciju vrijednosti, kako korištenja tako i nekorištenja oceana, i poduprijeti napore oko evaluacije ekonomske učinkovitosti javnih ulaganja u obalni i pomorski turizam.

6. IZAZOVI I SLOŽENOST UPRAVLJANJA: MEĐUNARODNA INDUSTRIJA KRSTARENJA

Sektor krstarenja jedan je od najbrže rastućih segmenata turizma. Sektor krstarenja generirao je 126 milijardi američkih dolara u ukupnom gospodarskom učinku u svijetu 2017. godine, u njemu je bilo zaposlen ekvivalent jednom milijunu ljudi na puno radno vrijeme, a ugostio je 25,8 milijuna putnika (CLIA, 2017). Motiviran opsežnim istraživanjima tržišta, rezultirao je novim destinacijama, novim konceptima, temama, većim bro-

ible environmental impacts, decisions concerning the use of environmental resources should err on the side of caution. The burden of proof should shift to those whose activities potentially damage the environment. This principle should explicitly direct the allowable forms of new marine tourism.

Placing a value on ecosystem services in monetary units is key to communicating the importance of ecosystems and biodiversity to policy makers. Economic analysis and instruments are part of the toolbox required to improve measurement and valuation of ecosystem services (European Commission, 2014). They are useful, especially in cases of competing claims for preferred types of development, and the search for an appropriate balance between use of marine space and protection of the ocean and coastal environment.

For better informed integrated ocean management countries should attempt to make greater use of economic analysis and economic instruments (Dwyer, 2017). The establishment of international platforms for the exchange of knowledge, experience and best practice can foster more informed economic evaluation of both ocean use and non-use values, and underpin efforts to evaluate the economic effectiveness of public investment related to coastal and marine tourism.

6. CHALLENGES AND COMPLEXITY OF GOVERNANCE: THE INTERNATIONAL CRUISE SHIP INDUSTRY

The cruise ship sector is one of the fastest growing segments of the travel industry. The cruise sector generated US\$126 billion in total economic impact worldwide in 2017, supporting 1 million full-time equivalent jobs and accommodating 25.8 million passengers (CLIA, 2017). Driven by extensive market research, resulting in new destinations, new design concepts, themes, more on-shore &

jem doživljaja na obali i na brodovima, fleksibilnim oblicima proizvodnje i egzotičnijim lukama pristajanja, a brojke u tom segmentu svake godine nastavljaju rasti.

Složenost područja nadležnosti i regulative u sektoru krstarenja uvelike dodatno komplicira činjenica da brodovi za krstarenja neprestano prelaze granice različitih područja nadležnosti i premiještaju se s jednog kraja svijeta na drugi, ovisno o godišnjem dobu. Stoga brodovi za krstarenje trebaju udovoljavati propisima na raznim razinama: međunarodnoj, državnoj i lučkoj (Klein, 2011). Drugim riječima, ovisno o tome koliko daleko od obale se nalaze, brodovi trebaju zadovoljiti niz međunarodnih i nacionalnih pravnih uvjeta. Na primjer, na međunarodnoj razini, Međunarodna pomorska organizacija nadzire sigurnost i poštivanje Međunarodne konvencije o sigurnosti ljudskih života na moru (SOLAS). S druge strane, na lokalnoj razini u lukama postoje općinski zakoni o problemima poput zagađenja okoliša koji se često mijenjaju. Kao odgovor na rastući broj brodova za krstarenje te njihovu sve veću veličinu i geografsko širenje na nova područja, raste zabrinutost oko utjecaja te aktivnosti na okoliš i na društvo, kulturu i gospodarstvo zajednica koje posjećuju.

Sa stanovišta ekologije, neki od zagađivača vode su otpadne vode (općenito korištena voda), kanalizacija, smeće i kruti otpad, opasni otpad, kaljužne i balastne vode (Klein, 2011). Premda postoje industrijski propisi koji se odnose na odlaganje otpada, osobito u teritorijalnim vodama, dolazi i do slučajnog i do ilegalnog odlaganja tih zagađivača, a te je aktivnosti teško nadzirati. Otpadne vode utječu na zdravlje riba i ostalog života u moru, a unos hranjivih tvari utječe na koraljne grebene. Kao odgovor na zabrinutost javnosti, i državne agencije i sama industrija krstarenja uvele su različite mjere kako bi se iznašlo rješenje problema. Primjerice, uslijed pritiska stanovnika male luke Juneau na Aljasci, država je uvela zakone koji reguliraju utjecaj brodova za krstarenje na okoliš. Jedan od zahtjeva je da brodovi za krstarenje

on-board experiences, flexible modes of production and more exotic ports of call, cruise numbers continue to grow annually.

The cruise sector's jurisdictional and regulatory complexity is greatly compounded by the fact that cruise ships constantly traverse jurisdictional boundaries and reposition seasonally throughout the globe. Thus, cruise ships must conform to layered levels, of international, national, state or port regulations (Klein, 2011). As described earlier, depending how far ships are from shore they must conform to a range of international and national legal requirements. For example, at the international level, the International Maritime Organization oversees safety and compliance to "Safety of Life at Sea" (SOLAS). At the local end of the spectrum in ports there are varying municipal laws concerning such issues as environmental pollution. In large part, as a response to the growing numbers of cruise ships and their increasing size and geographical expansion, there is increasing concern with respect to the environmental impacts of the industry as well as the social, cultural and economic impacts on visited communities.

From an environmental perspective, water borne pollutants include: gray water (general used water), sewage, garbage and solid waste, hazardous waste, oily bilge, and ballast water (Klein, 2011). While there are industry regulations regarding disposal, especially within territorial waters, both accidental and illegal disposal of these pollutants does occur and monitoring such activity is difficult. Waste water impacts the health of fish and other marine life and nutrient loading affects coral reefs. In response to public concerns, various measures have been introduced by both governing agencies and the cruise industry itself to seek solutions to these problems. For example, as the result of public pressure by residents in the small Alaskan port of Juneau, state legislation regarding the regulation of environmental impacts of cruise ships was introduced. One of

na sebi imaju postrojenja za obradu kanalizacijskih voda. Uslijed toga, svi novi brodovi za krstarenje imaju ugrađena takva postrojenja, a stari brodovi su prepravljani. Međutim, riječ je o samo jednom od mnogih postojećih oblika zagađenja (UNEP, 2012).

Zagađenje zraka uzrokovano emisijama ispušnih plinova dizelskih motora također predstavlja opasnost za mora i obalna područja (Maragkogianni i Papaefthimiou, 2015). Kako su novi brodovi sve veći, to postaje sve ozbiljniji problem. Na primjer, *Harmony of the Sea*, sagrađen 2016. godine, u to je vrijeme bio najveći brod za krstarenje na svijetu. Ima 16 paluba, ukrcava 6.780 putnika, ima 2.100 članova posade i u plovidbi troši 66.000 galona dizelskog goriva dnevno vozi li punom snagom. Royal Caribbean porinuo je još veći brod 2018. godine, *Symphony of the Sea*. Ugljikov otisak tipičnoga broda za krstarenje, putnika po kilometru, 36 puta je veći nego ugljikov otisak putnika vlaka Eurostar i preko tri puta veći od onog putnika standardnog Boeinga 747 ili trajekta. Poznato je da otpad pridonosi globalnom zagađenju atmosfere, ali on predstavlja osobit problem u blizini luka. Mnoge europske i američke luke uvele su propise kojima se zahtijeva korištenje goriva koje manje zagađuje i koje ima niži postotak sumpora. Veće luke sve više ulažu u uvođenje priključaka na kopnu za opskrbu električnom energijom (Dragović *et al.*, 2018).

Usprkos činjenici da industrija krstarenja čini samo mali dio svjetskog pomorskog prijevoza, kad dođe do ekoloških incidenata, o njima se naveliko piše u medijima (Brida i Zappata, 2010). Kao odgovor na to, industrija krstarenja i njezina tijela, kao što su International Cruise Lines Association, nastoje se baviti tim problemima u svrhu stvaranja reputacijskog kapitala. Međutim, kako navode Caric i Mackelworth (2014), nedostaje učinkoviti nadzor zagađivanja u većini mediteranskih zemalja, a situaciju dodatno pogoršava nedostatak regionalne koordinacije. Nadalje, otpadu u moru, osobito plastičnom,

these requirements was for cruise ships to have on-board sewage treatment plants. Subsequently, all new cruise ships also included these treatment plants and many older ships have been refitted. However, that is just one type of pollution, and there are many other forms (UNEP, 2012).

Air pollution from diesel exhaust emission is also a threat to oceans and coastal areas (Maragkogianni and Papaefthimiou, 2015). As new ships get larger this is an increasing problem. For example, *Harmony of the Sea*, built in 2016 was at that time, the world's largest new cruise ship. It has 16 decks, carries 6780 passengers, 2100 crew and when at sea burns 66,000 gallons of diesel fuel daily if running at full power. In 2018, Royal Caribbean launched *Symphony of the Sea* an even bigger ship. The carbon footprint of a typical cruise ship, per passenger kilometre, is 36 times greater than the carbon footprint of a Eurostar train passenger and more than three times that of someone travelling on a standard Boeing 747 or a passenger ferry. Although, clearly contributing to global atmospheric pollution, wastes are especially a problem nearer to ports. Many European and US ports have introduced regulations require them to burn less polluting fuels with lower sulphur content. Increasingly, larger ports are investing in supplying connections to land-based electricity supply (Dragović *et al.*, 2018)

Despite the fact that the cruise industry makes up only a small proportion of the global shipping industry, when environmentally damaging incidents occur, they become widely publicized (Brida and Zappata, 2010). In response, the cruise industry and its organizational bodies, such as the International Cruise Lines Association strive, for purposes of reputational capital, to address such matters. However, as Caric and Mackelworth (2014) point out there is a lack of effective pollution control in most of the Mediterranean States exacerbated by a lack of regional coordination. Further, marine litter' especially plastics, is receiving increasing

posvećuje se sve više pozornosti i smatra se da brodovi za krstarenje znatno pridonose stvaranju toga problema. Premda Međunarodna konvencija o zagađenju mora (MARPOL) regulira odlaganje otpada s brodova, nadzor estetskih, fizičkih, kemijskih i bioloških utjecaja na okoliš je neadekvatan (Caric i Mackelworth, 2014).

Osim brige o utjecaju brodova za krstarenje na okoliš, odnos društva i gospodarstva prema tom sektoru je miješan. Lokalne vlasti često nastoje privući brodove za krstarenje kako bi poboljšale svoje turističke rezultate, ponekad i gradeći nove terminale i infrastrukturu za njih. Međutim, vrlo često vrate samo mali postotak svojih ulaganja. Nejasno je i u kojoj mjeri kompanije za krstarenje upravljaju i nadziru prodaju putovanja i izlete na obali, ako, primjerice, lokalni poslovni subjekti naplaćuju visoke naknade kako bi postali njihovi zastupnici zbog čega lokalni agenti imaju manju zaradu (Dragović, *et al.*, 2018).

U posljednje vrijeme, sve se veća pažnja posvećuje problemu 'prekomjernog turizma', uslijed kojeg se na destinacijama javljaju velike gužve (Seraphin *et al.*, 2018). Zbog ubrzanog rasta industrije krstarenja i sve većih plovila, industrija krstarenja je glavni uzrok stvaranja prevelikih gužvi u odredišnim lukama – kako velikima, tako i malima. Primjerice, brodovi koji duž pacifičke zapadne obale Sjeverne Amerike putuju prema Aljasci obično plove u malim konvojima od 5 ili više brodova (pri čemu svaki ima nekoliko tisuća putnika) koji svi istovremeno pristaju u luke i tako uzrokuju gužve u malim obalnim zajednicama. Međutim, najviše se pažnje posvećuje utjecaju brodova za krstarenje u većim povijesnim obalnim destinacijama na Sredozemlju, poput Venecije i Dubrovnika. Talijanska je vlada 2017. godine zabranila brodove za krstarenje u povijesnoj jezgri Venecije jer predstavljaju opasnost za ugroženi ekosustav grada i neprestano uznemiravaju lokalno stanovništvo koje smatra da njihova prisutnost kvari vedute Venecije. U Dubrov-

attention and cruise ships have been seen as contributors to this problem. Although the International Convention on Marine Pollution (MARPOL) regulates waste disposal by ships, there is inadequate environmental monitoring of aesthetic, physical, chemical and biological impacts (Caric and Mackelworth, 2014).

In addition to concern over environmental impacts of cruise ships, social and economic relationships with the industry are mixed. Local authorities frequently seek to attract cruise ships to enhance their tourism economies, in some cases building new cruise terminals and infrastructure. However, in many cases they only recoup a small percentage of their investment. There is also controversy over the degree to which the cruise lines manage and control retail operations and shore excursions, for example, charging local operators high fees to be designated as 'preferred' outlets, resulting in local merchants receiving lower returns (Dragović *et al.*, 2018).

Recently, increasing attention has focused on the problem of 'over-tourism', whereby destinations become overcrowded (Seraphin *et al.*, 2018). As a result of the rapid growth of the cruise industry and the increasing size of vessels, the cruise industry is a major contributor to overcrowding in port destinations – both large and small. For example, ships headed for Alaska along the Pacific west coast of North America, generally travel in small convoys of up to 5 or more ships (each carrying several thousand passengers) that all dock at the same time, creating overcrowding in the small coastal communities. However, most attention has been focused on the impacts of cruise ships in larger historic coastal destination in the Mediterranean, such as Venice and Dubrovnik. In 2017, the Italian government banned cruise ships in the historic center of Venice as they pose a threat to the city's precarious ecosystem, and have continually upset locals, who feel their presence spoils Venice's scenery. In Du-

niku je 2017. godine utjecaj koji sve veći broj putnika s brodova za krstarenje ima na grad rezultirao zahtjevom UNESCO-ovog Odbora za svjetsku baštinu za revidiranjem statusa grada kao svjetske baštine zbog nepostojanja plana upravljanja gradom i strategije turizma koja se fokusira na turizam brodova za krstarenje (Foster, 2017). Do proljeća 2018. godine glavne kompanije za krstarenja dogovorile su se oko usklađivanja svojih ljetnih rasporeda dolaska u Dubrovnik tako da neki brodovi dolaze kasnije ili odlaze ranije kako ne bi istovremeno bili u luci, dok neki brodovi u grad dolaze u tjednu umjesto vikendom.

7. JE LI RJEŠENJE U INTEGRIRANOM UPRAVLJANJU OBALNIM ZONAMA (ICZM)?

Cilj održivog razvoja obalnog i pomorskog turizma je da lokalne zajednice ostvare niz koristi od turizma kojima mogu poboljšati svoje gospodarstvo i načine privređivanja, potaknuti bolje upravljanje zajednicom i unaprijediti prakse očuvanja okoliša. U ovom radu predstavili smo niz „ozbiljnih problema“ koji stoje na putu ostvarivanja toga cilja. Navod u UNEP-ovoj (2009:1) publikaciji o održivom obalnom turizmu jasno sažima te glavne izazove:

“glavni konceptualni problem obalnog turizma kojeg treba riješiti je sukob između koristi koje turizam donosi gospodarstvu u cjelini i društvenoj sredini u kojoj djeluje i njegovog velikog utjecaja na fizički okoliš obale vidljivog u urbanom širenju, linearnoj urbanizaciji, pritisku na osjetljiva područja, proizvodnji otpada i fragmentaciji staništa i društvenog okoliša, u smislu gubitka društvenog i kulturnog identiteta i vrijednosti“.

Kao što je opisano u ovom radu, izazove održivom planiranju i upravljanju obalnim turizmom dodatno pogoršava složenost usluga ekosustava koje pružaju morska i obalna područja u nizu gospodarskih i okolišnih

brovnik, the impact of increasing numbers of cruise ship passengers to the city resulted in the UNESCO World Heritage Committee calling in 2017 for a review of the city's World Heritage status due to the lack of a city management plan and a tourism strategy focusing on cruise ship tourism (Foster, 2017). By spring 2018, the major cruise lines had agreed to coordinate their summer schedules in Dubrovnik, so that some ships arrive later or depart earlier to keep their time in port from coinciding, or in some cases moving some ships to arrive during the week rather than on weekends.

7. IS INTEGRATED COASTAL ZONE MANAGEMENT (ICZM) THE SOLUTION?

The goal of sustainable coastal and marine tourism development is for local communities to gain a range of benefits from the tourism industry that can improve economies and livelihoods, encourage better community management and, enhance environmental conservation practices. In this paper, we have presented a range of ‘wicked problems’ that confound pursuit of this goal. A statement from a UNEP (2009:1) publication on sustainable coastal tourism provides a concise summary of these key challenges:

“[t]he main conceptual issue of coastal tourism which needs to be solved is the conflict between the benefits tourism provides for the economy as a whole and for the social environment it is operating in, and its heavy impact on the coastal physical environment in terms of urban sprawl, linear urbanization, pressure on sensitive areas, the production of waste and the fragmentation of habitats and the social environment, in terms of the loss of social and cultural identity and values”.

As discussed herein, challenges to sustainable coastal tourism planning and management are exacerbated by the complexity of the ecosystem services that marine and

roba i usluga. Te ostale obalne aktivnosti natječu se s ciljevima planiranja održivosti turizma, često u sukobljenim političkim arena, što rezultira teško rješivim „ozbiljnim problemima“.

Zahvaljujući tomu što su prepoznati izazovi u upravljanju morem i obalama, prije 30 godina javlja se ideja Integriranog upravljanja obalnim zonama (ICZM). Kako bi postigli ciljeve vezane uz održivost, zajednice i turistički poslovni subjekti koji se bave obalnim turizmom sve više prepoznaju važnost integriranja u multisektorsko planiranje strateškoga razvoja koje nalazi ravnotežu između gradnje i planiranja zaštite. ICZM funkcionira u širokom kontekstu upravljanja zasnovanog na ekosustavima (Long, Charles i Stephenson, 2015), što uključuje dugoročno strateško planiranje s velikom i raznovrsnom grupom dionika. Za turizam, razvoj vizije i strategije, koje uključuju komponente poput ocjene nosivog kapaciteta i razvoja budućih razvojnih scenarija, put je k stvaranju strategije, a onda i akcijskog plana održivog turizma. Neprestano snimanje, nadziranje i evaluacija okoliša temelj su za modificiranje strateškog plana (Le Gentil i Mongruel, 2015).

Prema Integriranom upravljanju obalnim zonama, neki od zajedničkih izazova su: informacije i predvidljivost; troškovi, koristi i razina u kojoj ih dionici imaju; distribucija i pristup vlasti; demografija; kultura donošenja odluka i provođenje odluka; i mogućnosti institucija. Iako gospodarske i društvene razlike među zemljama pružaju moguće bogatstvo turističke ponude, integraciju turističkog sektora istovremeno čine složenijom (UNEP, 2009; Le Gentil i Mongruel, 2015). Stoga se čini da su glavne prepreke provedbi Integriranog upravljanja obalnim zonama uglavnom one institucionalne, a ne tehnološke. Važno je napomenuti da McKenna, Cooper i Hagan (2008) naglašavaju da je Integrirano upravljanje obalnim zonama široko prihvaćeno u Europi od 2002. i primjećuju da su ta načela postala standard prema kojemu se mjeri napredak. Međutim, iako ta strateška

coastal areas provide in a range of economic and environmental goods and services. These other coastal activities compete with tourism sustainability planning objectives often in contested political arenas resulting in difficult to resolve ‘wicked problems’.

Recognizing the challenges in coastal and marine management, the idea of Integrated Coastal Zone Management (ICZM) was introduced over 30 years ago. In order to pursue sustainability objectives, coastal tourism communities and operators increasingly recognize the need to be integrated into multi-sectoral strategic development planning that balances development use and conservation planning. ICZM operates within the broad context of ecosystem based management (Long, Charles and Stephenson, 2015) which involves long term strategic planning with a broad and diverse group of stakeholders. For the tourism sector, development of a vision statement and strategy development that includes such components as assessment of carrying capacity and development of future development scenarios leads to the creation of a sustainable tourism strategy and subsequent action plan. Constant environmental scanning, monitoring, and evaluation provide the basis for adjustment of the strategic plan (Le Gentil and Mongruel, 2015).

Common ICZM identified challenges include: information and predictability; costs, benefits and their incidence among stakeholders; distribution and access to power; demographics; the culture of decision-making and the implementation of decisions; and institutional capacity. Economic and social differences between countries, while providing a possible richness in tourism offerings, also add complexity to tourism sector integration (UNEP, 2009; Le Gentil and Mongruel, 2015). Thus, it appears that major constraints in implementing ICZM are mostly institutional, rather than technological. Importantly, McKenna, Cooper and Hagan (2008) highlight the widespread adoption of ICZM in Europe since 2002, noting that

načela odražavaju prihvaćena načela održivosti, nisu uvijek kompatibilna sa složenošću problema na lokalnim razinama na kojima se provodi Integrirano upravljanje obalnim zonama. Upravljanje održivim turizmom zahtijeva napore i koordinaciju turizma, okoliša, zajednice i širih razvojnih interesa na lokalnoj razini. Upravo se na toj razini odvija većina neophodnog planiranja, umrežavanja, osnaživanja kapaciteta i razmjene informacija, a na toj razini turizam treba biti učinkovito integriran u lokalni razvoj.

8. ZAKLJUČCI

Ovaj rad nastojao je ustanoviti neke „ozbiljne probleme“ koji se javljaju u razvoju obalnog i pomorskog turizma diljem svijeta i istražiti strukture učinkovitog upravljanja koje obalnom i pomorskom turizmu pomažu kako bi se razvio u održivijem smjeru. Razvoj održivog turizma u obalnom i pomorskom turizmu ovisi o razmjeru strateškog uključivanja državnih agencija, lokalnih zajednica i privatnog sektora. Razvijanje upravljačkih sustava i institucija koje nude poticaje kojima se nagrađuje maksimalno smanjivanje negativnih utjecaja razvoja obalnog i pomorskog turizma, pri čemu korist dijele i lokalni i centralni dionici, ključno je za postizanje održivosti. Premda postoje neki ohrabrujući pomaci prema čvršćoj suradnji u turizmu i procesima upravljanja među zemljama u cijelome svijetu, i dalje postoje problemi poput onih opisanih na primjeru utjecaja turizma krstarenja.

Dok ne dođe do kolektivnog pomaka u razmišljanju i ne počnu se prepoznavati obostrane koristi od angažmana ozbiljnih dionika u svim zemljama koje imaju te probleme, regionalnu suradnju u obalnom i pomorskom turizmu i dalje će obilježavati oportunizam što će generirati društvene i okolišne troškove (Dwyer, 2018a). Problemi upravljanja su složeni i prostorna ograničenja onemogućavaju sveobuhvatniju raspravu o raznim pristupima koje bi se moglo prihvatiti u kon-

the principles have become the standard by which to gauge progress. However, while these strategic principles reflect accepted sustainability principles, they are not always compatible with the complexity of problems at the local levels at which ICZM is implemented. Sustainable tourism governance requires engagement and coordination of tourism, environment, community and wider development interests at a local level. It is at this level that much of the necessary planning, networking, capacity building and information delivery occurs and where tourism needs to be effectively integrated into local development.

8. CONCLUSIONS

This paper has sought to identify some ‘wicked problems’ arising from coastal and marine tourism development worldwide and to explore effective governance structures that help coastal and marine tourism to develop in more sustainable ways. Sustainable tourism development in coastal and marine tourism depends on the extent of strategic engagement with national management agencies, local communities, and the private sector. Developing management systems and institutions that create incentives for minimising the negative impacts of coastal and marine tourism development, while effectively sharing benefits between local and central stakeholders, is essential for the sustainability effort. While there have been some encouraging developments towards increased tourism collaboration and governance processes among countries worldwide, significant challenges remain as exemplified in cruise tourism impacts.

Until there is a collective mindset shift recognising the mutual benefits of serious stakeholder engagement across all affected countries, regional collaboration in coastal and marine tourism will continue to be opportunistic and generate social and environmental costs (Dwyer, 2018a). Issues of

tekstu razvoja obalnog i pomorskog turizma. Točnu prirodu i uzroke neuspješnog upravljanja treba nastaviti istraživati kako bi se ustanovile slabosti u postojećim procesima i stvorili prikladniji okviri za buduće smjernice razvoja obalnog i pomorskog turizma, uz bok razvoju drugih pomorskih industrija.

governance are complex and space limitations precluded comprehensive discussion of the various approaches that could be adopted in the context of development of coastal and marine tourism. The precise nature of and underlying causes of governance failure need to be studied further to address the weaknesses in existing processes and to provide frameworks more suitable to future directions of coastal and maritime tourism development alongside the development of other ocean industries.

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