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'Overtourism'?

Understanding and Managing Urban Tourism Growth beyond Perceptions



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Chapter 4	Future driving forces of city tourism in the tourism market	44
	<i>Ian Yeoman, edited by UNWTO</i>	
4.1	Driver 1: the experience economy	44
4.2	Driver 2: the leisure upgrade	44
4.3	Driver 3: increased wealth	45
4.4	Driver 4: desire and luxury	45
4.5	Driver 5: everyday exceptional	45
4.6	Driver 6: once is not enough	45
4.7	Driver 7: access to education	45
4.8	Driver 8: urbanisation	46
4.9	Driver 9: fluid identity	46
4.10	Driver 10: mobility	46
Chapter 5	Conclusions and recommendations	47
Annex: Methodology		51
List of figures and tables		52
Bibliography and references		53



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Foreword

Terms such as ‘overtourism’ or ‘tourismphobia’ have made headlines in recent times. They reflect challenges of managing growing tourism flows into urban destinations and the impact of tourism on cities and its residents.

Over half of the world’s population lives in urban areas and it is estimated that, by 2050, this proportion will reach 70%. In addition, the growing number of urban tourists increases the use of natural resources, causes socio-cultural impact, and exerts pressure on infrastructure, mobility and other facilities.

Adequately managing tourism to the benefit of visitors and residents alike has always been a fundamental issue for the sector. Long before the emergence of buzzwords such as ‘overtourism’, UNWTO defined tourism’s carrying capacity as “the maximum number of people that may visit a tourist destination at the same time, without causing destruction of the physical, economic and sociocultural environment and an unacceptable decrease in the quality of visitors’ satisfaction”.

Tourism will only be sustainable if developed and managed considering both visitors and local communities. This can be achieved through community engagement, congestion management, reduction of seasonality, careful planning that respects the limits of capacity and the specificities of each destination, and product diversification.

This report takes a close look at the perception of tourism by residents in European cities and proposes a set of 68 measures to manage and promote dispersal of tourism flows in urban areas.

Addressing the challenges facing urban tourism today is a much more complex task than is commonly recognized. There is a pressing need to set a sustainable roadmap for urban tourism and position the sector in the wider urban agenda.

Tourism is one of the few economic sectors relentlessly growing around the world, translating into socio-economic development, employment, infrastructure development and export revenues.

It is therefore critical to ensure that urban tourism is aligned with the role of cities in the global agenda. The United Nations New Urban Agenda and the 17 Sustainable Development Goals, namely Goal 11 “Make cities and human settlements inclusive, safe, resilient and sustainable”, must be priorities for all.

Zurab Pololikashvili
Secretary-General,
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Over the last decades, urban areas have been rapidly transforming and their populations have grown remarkably. According to the United Nations, in 1990, 43% of the world's population lived in urban areas; by 2015, this share had grown to 54% and is expected to reach 60% by 2030.¹

Alongside rapid urbanisation, the growth of the tourism sector led by economic development, lower transport costs, travel facilitation and a growing middle class in advanced and emerging economies, made cities increasingly popular destinations for business and leisure tourists. Over the past decades, international tourists have gone from 25 million international arrivals in 1950, to over 1.3 billion in 2017. UNWTO forecasts that the sector is expected to continue growing 3.3% annually until 2030 a year in which 1.8 billion tourists will cross borders.

Today, the income generated from both domestic and international tourism contributes significantly to the socio-economic and cultural development of many cities and their surroundings. Yet, the growth of urban tourism also creates important challenges to ensure sustainable growth and practices that minimize any adverse effects that the development of tourism may have in terms of the use of natural resources, socio-cultural impact, pressure on infrastructure, mobility and congestion management. In recent years, these challenges have been coupled with the growth of supply of tourism accommodation through new platform tourism services in cities.

As a consequence, we have witnessed a rise in negative attitudes among local populations towards visitors due

to issues of perceived overcrowding, noise and other nuisances attributed to tourists, the emergence of protests in some cities and the spread of terms such as 'overtourism' and 'tourismphobia' in the media. To better understand the challenges arising from visitors' management in urban contexts, particularly the relationship between residents and visitors, this report includes besides a set of recommendations also an analysis of residents' perceptions towards tourism in eight European cities – Amsterdam, Barcelona, Berlin, Copenhagen, Lisbon, Munich, Salzburg and Tallinn.

What do we mean when we talk about 'overtourism'?

In 2016, Skift is said to have created (and later trademarked) the word 'overtourism'.² Several definitions of 'overtourism' have emerged since. According to the universities collaborating on this project, 'overtourism' can be defined as "the impact of tourism on a destination, or parts thereof, that excessively influences perceived quality of life of citizens and/or quality of visitors experiences in a negative way". The Responsible Tourism Partnership refers to 'overtourism' as "destinations where hosts or guests, locals or visitors, feel that there are too many visitors and that the quality of life in the area or the quality of the experience has deteriorated unacceptably. It is the opposite of Responsible Tourism which is about using tourism to make better places to live in and better places to visit. Often both visitors and guests experience the deterioration concurrently."³

In essence we are talking about the absence of good management and uncontrolled development. With increasing tourist numbers, tourism must be developed and managed in a sustainable manner for both visitors and local communities. This is key when it comes to what is being labelled as ‘overtourism’.

Tourism is an opportunity for communities and their people to share the benefits of tourism, which is why the relations between the sector and the communities need to be strengthened. This can be achieved through community engagement, congestion management, reduction of seasonality, careful planning which respects the limits of capacity and the specificities of the destination, as well as product diversification. Therefore, the *tourism carrying capacity* of a destination, defined by UNWTO as “the maximum number of people that may visit a tourist destination at the same time, without causing destruction of the physical, economic, and sociocultural environment and an unacceptable decrease in the quality of visitors’ satisfaction”⁴ is a key challenge for tourism developers and managers alike.⁵

Furthermore, when defining and setting mechanisms to monitor and manage tourism congestion, carrying capacity and ‘the limits of acceptable change’ it is essential to consider quantitative as well as qualitative indicators to ensure a comprehensive vision of tourism’s impact.

Rebuffing myths

At the outset of this discussion it is central to rebuff four myths associated with tourism congestion.

1. **Tourism congestion is not only about the number of visitors but about the capacity to manage them.** There are cities that are able to handle a high number of visitors, while others struggle with far fewer visitors. To have a better understanding of the causes of tourism congestion, it is useful to clearly delineate the three main factors that contribute to ‘overtourism’.⁶
 - I. **Too many visitors, possibly aggravated by seasonality:** in this case it is the absolute numbers of visitors that are seen as disturbing. This can be a perception of overcrowding in parts of the city, or the feeling that there are no pleasant spaces in the city anymore where residents can shy away from visitors.
 - II. **Too much adverse visitor impact:** here the impact of visitors is perceived negatively. This can be congestion on the roads due to tour buses stopping near attractions or on the streets when large crowds of tourists inadvertently block main streets. It also entails issues like noise disturbance, rowdiness and other disturbances visitors are perceived to cause (even when it may be local people causing the disturbance).
- III. **Too much physical impact of the visitor economy:** the physical impact of services aimed at visitors can also cause agitation. This includes, for example, the over-proliferation of hotels, facilities or retail aimed at visitors.
2. **Tourism congestion is commonly a localised rather than a citywide issue.** Tourism pressure is predominantly linked to popular areas of the city or main attractions. Nevertheless, even in the most visited cities, it is possible to find areas where only few or even no tourists can be seen. Such areas can often be found near main tourism attractions or central areas. In looking for solutions it is therefore particularly important to closely examine the specific nature of and locations where tourism congestion is an issue.
3. **Tourism congestion is not a tourism-only problem.** Tourism congestion can be perceived when the resources and infrastructure of a city are excessively under pressure, or parts thereof. However, it is not only tourists or other visitors that make use of these services and infrastructure. Residents and commuters also compete for the use of the space and services with those temporarily visiting the city. In addition, issues often associated with tourism congestion such as the expansion of short-term rentals via new platform tourism services, concern not only the tourism sector but also the real-estate market. Addressing tourism congestion is a much more complex issue than is commonly recognized, therefore should be treated in a comprehensive manner within the overall city agenda.
4. **Technological or smart solutions alone are important but will not solve the issue of tourism congestion.** Smart technologies are considered the most effective solution to tackle congestion management. Yet notwithstanding the immense potential benefits of such tools, they alone are not enough. Addressing the challenges facing urban tourism requires intense cooperation between multiple stakeholders, which is a long-term effort, particularly if stakeholders have conflicting interests.



Key conclusions

- Rapid urbanisation and the recent growth of tourism in urban areas has led to a significant increased demand for urban tourism;
- Global tourism trends such as increased mobility, growing middle class, more affordable transport and accommodation option, will continue to stimulate increased demand for urban tourism;
- Well managed tourism can contribute to advance the New Urban Agenda and the 17 Sustainable Development Goals, namely Goal 11 on “Make cities and human settlements inclusive, safe, resilient and sustainable”;
- ‘Overtourism’ is a new buzzword for existing concepts of tourism congestion management and tourism carrying capacity;
- When defining and setting mechanisms to monitor and manage tourism congestion, carrying capacity and ‘the limits of acceptable change’ it is essential to consider quantitative as well as qualitative indicators to ensure a comprehensive vision of tourism’s impact on the destination and its residents;
- Tourism development and management in cities needs to be part of the wider urban agenda. The scope of action of tourism policy makers and Destination Management Organizations (DMOs) is limited and these cannot alone address the challenges of tourism congestion and tourism impact on cities;
- Tourism congestion in urban destination can only be addressed through close cooperation among tourism and non-tourism administrations at the different levels, private sector, local communities and tourists themselves;
- The complexity of the economic, social and environmental issues faced by cities today requires stakeholders to rethink their current practices and look for innovative solutions;
- Measures cannot focus only on altering tourist visitor numbers and tourist behaviour – they should also focus on local stakeholders. To ensure the positive aspects of tourism remain visible to and understood by residents, it is necessary to understand residents’ concerns and grievances and include them in the tourism agenda;
- Understanding residents’ attitude towards tourism and engaging local communities is central. According to the research carried out for this report among residents of eight European cities – Amsterdam, Barcelona, Berlin, Copenhagen, Lisbon, Munich, Salzburg and Tallinn – the majority thinks that “there should be no limitations to the growth of visitor numbers” and only a very small percentage considers tourism development and marketing should be stopped;
- The research also shows that the most relevant positive impacts from tourism as perceived by residents are: greater international atmosphere (different cultures in the city); more events; a more positive image; protection of historical parts of the city; and restorations of traditional architecture. Whereas, the most negative impacts are: increase in house prices; increase in taxi prices; increase in shop prices; increase in the restaurants and cafe prices; and increase in the public transport cost;
- Eleven strategies and 68 measures have been identified in this report to help understand and manage visitors’ growth in cities. Nevertheless, the effectiveness of measures is highly dependent on their specific context. There is no one-size-to-fit-all solution. Even within cities, management measures can differ between neighbourhoods;
- Among the proposed strategies, residents surveyed for this research tend to favour the following measures:
 - Improve infrastructure and facilities in the city;
 - Communicate with and involve local residents and local businesses in tourism planning;
 - Communicate better with visitors on how to behave in the city;
 - Distribute visitors better over the year; and
 - Create city experiences where residents and visitors can meet and integrate.
- A comprehensive evaluation and planning is essential to determine which strategies can be successfully applied to a destination. Destinations that currently do not have any problems with tourism congestion need to be aware of the potential impact of increased visitor numbers and plan accordingly; and
- Urban tourism makes an important contribution to the socio-economic development of cities and the well-being of their residents and should contribute to create better cities for all: citizens, investors and visitors.

Strategies and measures to address visitors' growth in cities

Strategies and measures to address visitors' growth in cities

Strategies	Measures
<p>Strategy 1</p> <p>Promote the dispersal of visitors within the city and beyond</p>	<ul style="list-style-type: none"> – Host more events in less visited parts of the city and in its surroundings – Develop and promote visitor attractions and facilities in less visited parts of the city and in its surroundings – Improve capacity of and time spent at attractions – Create joint identity of city and its surroundings – Implement travel card for unlimited local travel – Mark entire city as inner-city to stimulate visitation of less visited parts
<p>Strategy 2</p> <p>Promote time-based dispersal of visitors</p>	<ul style="list-style-type: none"> – Promote experiences during off- peak months – Promote dynamic pricing – Stimulate events in off-peak months – Set timeslots for popular attractions and/or events aided by real-time monitoring – Use new technologies (apps and others) to stimulate dynamic time-based dispersal
<p>Strategy 3</p> <p>Stimulate new visitor itineraries and attractions</p>	<ul style="list-style-type: none"> – Promote new itineraries at the city entry points and through the visitor's journey, including at tourist information centres – Offer combined discounts for new itineraries and attractions – Produce city guides and books highlighting hidden treasures – Create dynamic experiences and routes for niche visitors – Stimulate development of guided tours through less-visited parts of the city – Develop virtual reality applications to famous sites and attractions to complement onsite visits
<p>Strategy 4</p> <p>Review and adapt regulation</p>	<ul style="list-style-type: none"> – Review opening times of visitor attractions – Review regulation on access for large groups to popular attractions – Review regulation on traffic in busy parts of the city – Ensure visitors use parking facilities at the edge of city – Create specific drop-off zones for coaches in suitable places – Create pedestrian-only zones – Review regulation and taxation on new platform tourism services – Review regulation and taxation on hotels and other accommodation – Define the carrying capacity of the city and of critical areas and attractions etc. – Consider an operator's licence system to monitor all operators etc. – Review regulation on access to certain areas of the city for tourist related-activities
<p>Strategy 5</p> <p>Enhance visitors' segmentation</p>	<ul style="list-style-type: none"> – Identify and target visitor segments with lower impact according to the specific city context and objectives – Target repeat-visitors – Discourage visitation of the city of certain visitors segments
<p>Strategy 6</p> <p>Ensure local communities benefit from tourism</p>	<ul style="list-style-type: none"> – Increase the level of employment in tourism and strive to create decent jobs – Promote the positive impacts of tourism, create awareness and knowledge of the sector amongst local communities – Engage local communities in the development of new tourism products – Conduct an analysis of supply-demand potential of the local communities and promote their integration in the tourism value chain – Improve quality of infrastructure and services considering residents and visitors – Stimulate development of impoverished neighbourhoods through tourism

Strategies and measures to address visitors' growth in cities

Strategies	Measures
Strategy 7 Create city experiences that benefit both residents and visitors	<ul style="list-style-type: none"> - Develop the city to fit with the residents' needs and desires and consider tourists as temporary residents - Develop tourism experiences and products that promote the engagement of residents and visitors - Integrate visitor facilities within local festivities and activities - Create and promote local city ambassadors - Promote art and culture initiatives such as street art to provide fresh perspectives on the city and expand visitation to new areas - Extend opening times of visitor attractions
Strategy 8 Improve city infrastructure and facilities	<ul style="list-style-type: none"> - Create a city-wide plan for a well-balanced, sustainable traffic management - Ensure that major routes are suitable for extensive tourism activity and that secondary routes are available at peak times - Improve urban cultural infrastructure - Improve directional signage, interpretation materials and notices - Make public transport better suited for visitors - Set up specific transport facilities for visitors during peak periods - Provide adequate public facilities - Create safe cycling routes and stimulate bicycle rentals - Set up specific safe and attractive walking routes - Ensure that routes are suitable for the physically impaired or elderly visitors in line with accessible tourism principles - Safeguard quality of cultural heritage and attractions - Ensure cleaning regimes fit with tourism facilities and with peak times
Strategy 9 Communicate with and engage local stakeholders	<ul style="list-style-type: none"> - Ensure that a tourism management group (including all stakeholders) is set up and is regularly convened - Organize professional development programmes for partners etc. - Organize local discussion platforms for residents - Conduct regular research among residents and other local stakeholders - Encourage locals to share interesting content about their city on social media - Communicate with residents about their own behaviour - Unite disjointed communities
Strategy 10 Communicate with and engage visitors	<ul style="list-style-type: none"> - Create awareness of tourism impact amongst visitors - Educate visitors on local values, traditions and regulations - Provide adequate information about traffic restrictions, parking facilities, fees, shuttle bus services, etc.
Strategy 11 Set monitoring and response measures	<ul style="list-style-type: none"> - Monitor key indicators such as seasonal fluctuations in demand, arrivals and expenditures, patterns of visitation to attractions, visitor segments, etc. - Advance the use of big data and new technologies to monitor and evaluate tourism performance and impact - Create contingency plans for peak periods and emergency situations

Policy recommendations

The implementation of the strategies proposed in this report can help manage urban tourism growth, yet the long-term sustainability of urban tourism depends on the implementation of key policy measures including:

1. Ensure urban tourism policies are aligned with the city's global agenda, the United Nations New Urban Agenda and the 17 Sustainable Development Goals (SDGs), namely Goal 11 on "Make cities and human settlements inclusive, safe, resilient and sustainable" and the principles of the UNWTO Global Code of Ethics for Tourism;
2. Set a strategic long-term plan for sustainable urban tourism including the definition of the carrying capacity for the city and for specific areas and attractions. This is particularly useful to implement strategies that aim at dispersal of visitors, visitor segmentation and those where new itineraries and attractions are developed more effectively;
3. Determine the acceptable levels of impact of tourism on the city through a participatory process involving all relevant stakeholders. This will make it easier for local communities to benefit, create joint city experiences for visitors and residents and help in the communication with residents;
4. Set governance models that engage administrations at all levels (tourism and other relevant administrations), the private sector and local communities. Improvement of the city infrastructure in particular requires cooperation with other departments, but, practically all strategies strongly benefit from more cooperation between administrations at multiple levels, also beyond tourism;
5. Foster communication and collaboration mechanisms among all relevant stakeholders. Management strategies will be far more effectively if all relevant stakeholders work together compared with initiatives of individual stakeholders;
6. Enhance the integration of local communities in the tourism value chain promoting their engagement in the sector and ensuring that tourism translates into wealth creation and decent jobs. Integrating local communities from the start will ensure they benefit from tourism from the start and will help bring together local stakeholders;
7. Regularly monitor the perception of local communities towards tourism and promote the value of the sector among residents. This will make it possible to identify local communities' concerns early on and jointly develop management strategies to deal with perceived issues;
8. Promote monitoring and evidence-based decisions and planning of key issues such as carrying capacity, mobility, management of natural and cultural resources and residents' attitudes towards tourism;
9. Invest in technology, innovation and partnerships to promote smart cities – making the best of technology to address sustainability, accessibility and innovation;
10. Promote innovative products and experiences that allow the city to diversify demand in time and space and attract the adequate visitor segments according to its long-term vision and strategy;
11. Plan ahead through methodologies such as strategic foresight and scenario planning. The dynamic, volatile, uncertain, and complex global developments of today require an approach that does not (only) take the past but also identifies the driving forces of change and key uncertainties, to create plausible scenarios; and
12. Consider tourists as temporary residents, ensure tourism policy promote the engagement of visitors and residents and build a city for all.

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Introduction

The so called ‘overtourism’ in cities

In the past decades, the tourism sector has become one of the most robust, resilient and rapidly growing economic sectors in the world. Today, it is an important driver of socio-economic development through its contribution towards employment, infrastructure development, and export revenue. International tourist arrivals worldwide reached 1.3 billion in 2017 and are estimated to further increase to 1.8 billion in 2030.¹ This exponential growth reinforces the critical need to manage tourism in a sustainable manner.

Similarly, in the last decades, urban areas have been rapidly transforming and their populations have grown remarkably. According to the United Nations, in 1990, 43% of the world’s population lived in urban areas; by 2015, this share had grown to 54% and is expected to reach 60% by 2030.²

Mobility, change in the profile of visitors and urbanisation have prompt a growing demand for urban tourism. Cities seem to fit the modern tourist as they are multifunctional, complex, multi-user environments. Different types of tourists are attracted to cities due to the wide range of activities they have to offer:³ visiting friends and relatives (VFR), leisure activities, business, nightlife, visiting sites/attractions, studying, shopping, attending events, and others.⁴ Urban facilities such as public transportation, infrastructure, roads and other services that are primarily created for local residents, are used by tourists as well on a daily basis. Public space and events, for instance city

centres, festivals and historical areas are visited by both residents and tourists.⁵ This rising demand has led to increased competition between cities but also provides the opportunity for less popular destinations to join the competition.⁶

Today, tourism represents a central component in the economy, social development and the geography of many cities in the world and is thus a key element in urban development policies. Urban tourism is intrinsically linked to how a city develops itself and provides more and better living conditions to its residents and its visitors.

The income from these visitors brings significant economic benefits and contributes to the wider rise of the city as a dominant place for cultural development worldwide. However, a combination of economic, cultural, political and technological flashpoints more recently has altered the landscape dramatically.

While each city faces specific challenges, an emerging topic has been the management of growing visitor numbers in urban destinations and the impact of tourism on the cities and their residents, or what has been commonly referred to in the media as ‘overtourism’. Reports and media articles increasingly highlight a negative attitude among the local population towards visitors, as a result of the adverse impacts caused by rising tourism flows. Although the issue is most prominent in European cities, similar sentiments have also been reported in other city destinations.

In order to manage the current and future tourism flows and the negative perception of both visitors and residents, it is necessary to ensure responsible resource management and addressing the negative impacts of tourism in terms of environmental and socio-cultural carrying capacities. Equally important is the need to build awareness among communities of the benefits of the sector, improving the use of big data and new technologies to manage the impact of tourist flows, or developing tourism experiences that engage and benefit host communities directly. If visitor streams are more adequately managed and the pressure caused by visitors is relieved in heavily visited areas, cities will be able to provide tourists with a better experience and tourism may better contribute to the socio-economic development of cities. Catering for people with different needs, motivations and perspectives and managing complex interactions between the various expectations of residents and tourists is challenging and requires strategic thinking and planning. In order to avoid serious, irreversible damage, destinations need to think long-term and ensure that all relevant stakeholders are involved in a common strategic vision for their destination.⁷

Tourism sustainability and its challenges are context-sensitive. In order to manage and prevent overcrowding in destinations a series of crucial measures ranging from careful planning respecting the limits of carrying capacity and the specificities of the destination; community engagement and product diversification, among others, are essential. It is equally important to improve the use of data to measure and manage tourism's impacts and tourist flows for the identification of early warning signs and as a basis for targeting future action, including for the development of successful sustainable tourism strategies.

Furthermore, given the challenges that have arisen in recent years, due to the growth of urban tourism and changes in the tourism sector and the way visitors seek to experience cities, it is important to learn more about how to deal with the impacts of visitors' growth and its perception by residents. Although some recent reports⁸ represent a good basis for discussion, there is still a need for greater exchange of knowledge and research, as well as best practices.

This report aims at:

1. Understanding the perception of the impact of tourism in eight European cities surveyed for the report (Amsterdam, Barcelona, Berlin, Copenhagen, Munich, Lisbon, Salzburg and Tallinn); and

2. Providing policy recommendations and strategies to better manage tourism flows and advance inclusive and sustainable urban tourism that can contribute to the New Urban Agenda and the Sustainable Development Goals.

Tourism congestion and local communities

The challenge of adequately managing tourism to the benefit of local residents, but also to the benefit of visitors has always been an important topic of discussion in the tourism sector. Over the years, a number of visitor impact management techniques or tools have been proposed to guarantee the sustainable development of tourism and avoid the negative impacts of tourism on the natural and cultural sites, on local communities and on the visitors' experience. Linked to this is the concept of tourism carrying capacity, which has been defined by UNWTO as "the maximum number of people that may visit a tourist destination at the same time, without causing destruction of the physical, economic, and sociocultural environment and an unacceptable decrease in the quality of visitors' satisfaction"⁹.

On the one hand, a negative response to tourism from local communities can decrease the overall hospitality of the city and also affect the reputation of that destination. If certain groups of residents perceive too many adverse effects from tourism, this can impact on their sense of well-being, which in turn can make them less receptive to tourism. On the other hand, visitors can also perceive and react differently to the growing number of visitors. While having an excessive number of visitors in a certain area can make the destination less attractive, having no visitors at all in an area, also negatively impacts on the visitor experience, both as a visitor and as a place of experience as a resident. This suggests that there may be a small but yet important distinction between overcrowding and good crowding, whereby in the latter the crowd adds to the experience¹⁰.

Addressing the challenges of visitors management and the negative perception by residents towards tourism is a complex and multifaceted issue. Residents' negative attitudes are interlinked with issues of perceived unequal distribution of benefits or what is called 'tourism leakage'¹¹, but also with sentiments of identity and place.

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- 11 *Tourism leakage* is when a large proportion of tourist revenue does not stay at the destination.





Local stakeholders and urban development

Ko Koens, edited by UNWTO

1.1 Tourism in the context of urban development

Tourism congestion and the phenomenon of ‘overtourism’ have been at the forefront of attention in the last years. Yet, to address these we need to ensure tourism development is included in the wider urban development agenda.

Table 1.1 shows a list of the most reported impacts attributed to urban tourism growth and congestion.

Though it is fundamental to address the challenges resulting from the rising tourism demand and the negative perception of local residents towards tourism, it is also important to recognize that several of the issues (e.g., overcrowding, traffic, rising housing and rental prices) are not unique to tourism. In fact, many of these impacts are also mentioned as crucial aspects in the New Urban Agenda,¹ a global framework for how to prepare and manage the future of sustainable urban development. Cities are some of the world’s most popular tourism destinations, yet at the same time more than half of the world’s population lives in urban areas.²

Tourism is only one of a variety of sectors and activities to use a city’s space, resources, infrastructure and services. This includes residents, but also commuters and day-trippers too, from and within the large cities.

These wider societal factors and developments further illustrate that the context and issues at hand are far more complex than it may appear at first. Finding solutions for tackling the growing number of visitors and securing local satisfaction with tourism requires close cooperation and coordination between a wide variety of stakeholders and interests. However, the remit of tourism policy makers and Destination Management Organizations (DMOs) commonly is limited. This makes it very difficult for tourism authorities to initiate on their own city-encompassing management strategies that require large-scale infrastructure construction (e.g., constructions of more roads), or that involve collaboration with other sectors (e.g., real estate market). Against this backdrop, destination management strategies targeted solely at tourists will not necessarily reduce perceptions of ‘overtourism’ in a city or tackle its adverse impacts. To implement destination management strategies, stakeholders will have to take into account the wider city policy structure.

It is essential that urban planners and city stakeholders outside of tourism engage with tourism policymakers and businesses, to come to effective management strategies.

Table 1.1 Perceived negative impacts of urban tourism growth and congestion in cities

Impact	Description
Social	
Alienation of local residents and other stakeholders	The alienation of the local community can be a key problem as residents and local stakeholders begin to voice a number of concerns with regards to tourism. Overcrowding, inappropriate behaviour from visitors, noise pollution, loss of authenticity and identity and threat to the intangible and tangible cultural heritage, as well as erosion of the social fabric are some of the most frequent issues mentioned.
Deterioration of visitor's experiences	In the same way that concentration of crowds can disturb residents and other local stakeholders, it can also be detrimental to the quality of the visitor's experiences. Besides a general sense of destination overcrowding and a 'less authentic' experience, tourism congestion can cause longer waiting periods for attractions and monuments, as well as an increase in prices.
Pressure on physical infrastructure and services	Visitors use and share the same spaces, infrastructure and services as residents. The growing number of visitors can add to the pressure on existing infrastructure and services, thus reducing its general quality for residents and visitors alike.
Economic	
Disruption of real-estate market	The rise of new platform tourism services in the accommodation sector (e.g., Airbnb, HomeAway, and others), as well as the advent of a monoculture of tourism-oriented shops in most visited areas, are two ways in which tourism congestion has been argued to disrupt the real-estate market and lead to rising housing and rental prices, particularly in city centres. The extent to which this is caused by tourism, or by other factors is not always clear, though tourism is certainly viewed as a contributing factor.
Dependence on tourism income	Areas that largely depend on tourism for their income, can be seen as highly vulnerable. Not only can the seasonality of tourism cause economic distress during the low season, but unexpected events (e.g., terrorist attacks, extreme weather conditions) can severely impact on the popularity of a city as a destination, thus limiting the income generated by tourism.
Cultural and environmental	
Damage to cultural and heritage facilities	Particularly in historical cities, the cultural heritage is a key visitor attraction. While tourism can help maintain and protect cultural heritage in cities, tourism congestion, when not properly managed, can have a detrimental effect on the conservation of historical sites and heritage.
Damage to natural environment	Environmental challenges can also arise from tourism congestion in urban areas. This includes the natural physical environment of cities (e.g., overuse of parks), but it also includes the impact on its resources and services (e.g., water use, pollution, waste management).

This should result in a pool of strategies and measures to manage growing pressure among visitors as well as residents, commuters and other local and regional stakeholders. In order to achieve this, there are two main paths:

1. **To set-up a new city-wide strategy to strive for sustainable development.** Within this approach organisations from different policy departments collaborate with other stakeholders and work together with a more overarching perspective in mind, where tourism is but one part of creating a sustainable city. The benefit of such an approach is that it makes many different stakeholders aware of the complexities of the issue, thus creating awareness. Additionally, it allows for the creation of policies that integrate a wide variety of stakeholders in finding and discussing solutions, which makes it easier to create support, even for more ‘radical’ solutions. A challenge is that it requires cooperation from a wide range of political actors and other stakeholders, which can in turn make the decision-making process more difficult and slower, including once the strategy is in place.
2. **To seek cooperation within existing operational structures and/or organisations.** Within this approach there is no formal overarching strategy. Instead policymakers and other stakeholders seek cooperation and create consensus on an ad-hoc basis. On the one hand, working without a wider strategy makes it more difficult to create a joint strategy that encompasses the economic, social and environmental development of the city and of tourism in particular. However, it is easier to set-up short-term cooperation and reach more decisive actions to deal with certain aspects of ‘overtourism’.

It is true that both approaches can be particularly difficult to achieve, as they require the cooperation of all different stakeholders (i.e. infrastructure, real-estate, social affairs). However, it is important to keep in mind that tourism is not the sole cause of ‘overtourism’ and that for solutions to be effective, it is necessary to be aware of the wider structural policy context and the possibilities of collaboration that could lie here in tackling its impacts.³

1.2 Cooperation among key stakeholders involved in tourism development

To ensure greater cooperation with other relevant stakeholders at the city level, it is key to understand the different groups of stakeholders that can contribute and/or help deal with the management of visitor flows and its consequences.

Tourism policy makers and Destination Management Organizations (DMOs) are commonly sought to take the initiative or responsibility in dealing with the management of visitors. It is important to realise though, that their ability to implement management strategies and/or seek to influence the development and reputation of a city is relatively limited, hence they cannot be solely responsible for tourism development.

For instance, tourism policy makers may want to limit nightlife tourism, but if tourism entrepreneurs promote this kind of tourism, such tourists may still want to come. Similarly, residents and other stakeholders also impact on the development of tourism by renting out their accommodation through new platform tourism services or protesting against further tourism development. At the same time, tourism development needs to fit within the wider physical context of a city and be aligned with the wider policy framework as they commonly require action or assistance from actors not directly involved in the tourism sector.

Table 1.2 displays the composition of the different stakeholder groups and their predominant interests. Close cooperation between the different parties is essential to ensure the long-term and sustainable development of urban tourism.

Table 1.2 Stakeholder groups: composition and predominant interest

Stakeholder group	Composition	Predominant interests
Residents and other local users of the city	<ul style="list-style-type: none"> - Permanent residents (more than three months) - Temporary residents (less than three months – e.g., students/global nomads) - Commuters 	<ul style="list-style-type: none"> - Quality of life and long-term liveability - Protection and maintenance of tangible and intangible heritage (natural heritage and built heritage) - Access to, quality and value of housing - Safety and security - Healthy and sustainable environment - Universal accessibility - Access to and quality of infrastructure and public services
Domestic and international visitors	<ul style="list-style-type: none"> - International and domestic overnight visitors - International and domestic same-day visitors 	<ul style="list-style-type: none"> - Quality of accommodation, products and services - Value for money - Safety and security - Healthy and sustainable environment - Universal accessibility - Access to and quality of infrastructure and public services
Industry players	<ul style="list-style-type: none"> - Private businesses e.g.,: hotels, museums, tour operators, event organizers etc. - Transportation companies - Trade unions and umbrella organizations - Employees of businesses servicing tourists (not necessarily tourism only) 	<ul style="list-style-type: none"> - Economic prosperity and sustainability (good return on investment) - Viability of the city - Competitiveness of destination - Safety and security - Quality of infrastructure
Tourism policy-makers and DMOs	<ul style="list-style-type: none"> - Tourism policy makers - Other public departments - Destination Management Organizations (DMOs) 	<ul style="list-style-type: none"> - Balanced development in all segments - Economic and social prosperity, also of the local surroundings - Local development - Visitor's experience
Wider city context stakeholders	<ul style="list-style-type: none"> - Policy departments outside of tourism - Non-tourism businesses - Representative organizations/unions of residents - Representative organizations of natural environment/cultural heritage protection 	<ul style="list-style-type: none"> - Complex mix of interests, dependent on type of stakeholder - Long-term sustainability and competitiveness - Income via taxes (on local, region, and federal authority levels)

1.3 Engage local residents

It is important to highlight that these groups are not mutually exclusive and their interests are often overlapping. Individuals representing the interests of visitors and or industry often are also residents of the city. Plus, the interests of all groups largely overlap as most of these groups strive for a long-term sustainable, economically vibrant and inclusive city, even when particularly short-term interests may somewhat differ. Necessarily, stakeholders need to have a solid understanding of the complexity of the tourism sector, its processes, impacts and different stakeholder perspectives in order to generate informed decisions. Having little or no knowledge on how tourism evolves in a destination can create a barrier for participation.⁴

While an important perspective, tourism development is not necessarily approached and perceived from an economic perspective by stakeholders. Residents of urban destinations may be more concerned about the environmental and social impacts of tourism development and less worried and aware about the economic impacts.⁵ This is due to the fact that cities normally have a broad economic base with a range of businesses. As a result, the economic benefits are felt only by a limited subset of people who are involved in the tourism sector, rather than the majority of residents and local stakeholders.⁶

To address the adverse effects of tourism and the negative perception of locals, policy makers and practitioners need to further engage with local residents. In this sense, community participation means more than merely asking residents what they want. Active participation means that stakeholders, in this case the local community, have a good overall understanding of the issues and are capable of informed decision making.⁷ It has been argued that tourism development can only be sustainable if it is based on common understanding thus, education of citizens is pivotal.⁸ Residents' knowledge of potential impacts of tourism influences their willingness to participate in decision-making processes and makes them more supportive.⁹ Furthermore, the participation and inclusion of the local community stimulates their pride and respect towards their own culture, heritage and lifestyle¹⁰ and helps them to better understand the complexity of tourism development related decisions. A better understanding of the topic is not enough however. As such, it is very important for all relevant stakeholders to be aware of the importance of placing urban tourism in a wider context and engaging with local stakeholder groups and provide them with the tools to work together towards dealing with visitors' growth. One way to achieve is, for instance, through the creation of a working group that gathers and empowers representatives from all groups.

Endnotes

1 UN-Habitat (2016a), *New Urban Agenda: Quito Declaration on Sustainable Cities and Human Settlements for All*, United Nations Conference on Housing and Sustainable Urban Development (Habitat III), United Nations, Quito, available at: www.habitat3.org/the-new-urban-agenda (30-08-2018).

2 UN-Habitat (2016b), *World Cities Report 2016: Urbanization and Development – Emerging Futures*, United Nations, New York (online), available at: www.wcr.unhabitat.org/ (30-08-2018).

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8 Carmin, J. et al. (2003), 'Stakeholder Involvement in the Design of US Voluntary Environmental Programs: Does Sponsorship Matter?', *Policy Studies Journal*, 31(4), pp. 527–543.

9 Rasoolimanesh, S.M. et al. (2017).

10 Mitchell, R.E. and Reid, D.G. (2001), 'Community Integration: Island Tourism in Peru', *Annals of Tourism Research*, 28(1), pp. 113–139.



To better understand the challenges arising from visitors' management in urban destinations, a questionnaire on resident's perspective of tourism was conducted in eight European cities: Amsterdam, Barcelona, Berlin, Copenhagen, Lisbon, Munich, Salzburg and Tallinn. The survey focused on residents' attitudes and experiences with tourism in the past three years.

2.1 Understanding visitors perceptions

In recent years, 'overtourism' has become a popular term to refer to concentration of tourist crowds in a destination and how this affects the quality of life of local residents (or the quality of experience of the tourist). Support from local residents is a fundamental condition for the sustainable development of tourism.¹ Yet, the meaning of 'overtourism' has not yet been examined in a structured and consistent way from the perspective of the residents. In this sense, a pioneer study has been conducted focusing on the residents' meaningful personal experiences and perceptions on tourism.² These experiences are defining perceptions that have a major impact upon the residents' feelings, behaviour and attitude towards tourism. An analysis of open interviews with local residents showed that there are three categories of "critical experiences" in relation to tourism, with all three including positive and negative perceptions:

1. **Direct residents' perceptions:** meaning changes in the residents' social, economic and spatial living environment caused by tourism (e.g., antisocial or disorderly behaviour of visitors, rising house and rental prices, or change in the architecture);
2. **Indirect residents' perceptions:** meaning how tourism affects the quality of life of the residents' at a personal level (e.g., crowded shops, noise at night, additional time needed to go to work); and
3. **Stakeholder residents' perceptions:** meaning experiences with various stakeholders that affect residents (e.g., neglect of residents in decision-making processes, the attitude of hotel owners, tour guides causing disturbances).

Each one of these perceptions affects residents' feelings regarding the number of visitors in their destination, but also their support for further tourism development. However, such outcomes appear to differ between destinations, because of the different characteristics of tourism across the destinations analysed.

Table 2.1 shows some examples of different kinds of experiences extracted from interviews with local residents. These examples demonstrate how varied the perceptions of residents' towards tourism can be.

Table 2.1 Some examples of residents' perceptions towards tourism's impact

Impact	Positive (+)	Negative (-)
Direct spatial	<ul style="list-style-type: none"> - Restoration and maintenance of built heritage - Protection of natural heritage - Improved infrastructure - Improved public facilities 	<ul style="list-style-type: none"> - Overcrowding - Traffic congestion - Environmental pollution (air, water, waste, etc.) - Loss of authenticity and diversity in certain areas
Direct economic	<ul style="list-style-type: none"> - Increased personal income - Higher standard of living - Higher employment rate - Increased tax revenue 	<ul style="list-style-type: none"> - Higher cost of living - Increased rental/sales price of properties - Increased consumption costs - Increased property taxes - Increase of low-paid seasonal jobs - Commercialisation
Direct social	<ul style="list-style-type: none"> - Creation of recreation and entertainment facilities - Stimulation of community identity - Preservation of cultural heritage: e.g., arts, crafts - Revival of traditions, customs - Generates pride 	<ul style="list-style-type: none"> - Shifting value systems - Vandalism/crime - Drug and alcohol usage - Littering and noise pollution - Market for prostitution
Indirect perceptions related to personal/family quality of life	<ul style="list-style-type: none"> - Better jobs - Improved living conditions - Higher educational level - Improved language skills - Improved social etiquette/behaviour towards others - Openness to other cultures - Greater personal pride 	<ul style="list-style-type: none"> - Changing lifestyles - Changing family relationships - Addiction to gambling/alcohol/drugs - Violation of privacy - Personal safety - Pressure on the health care system
Stakeholder encounters^a		<ul style="list-style-type: none"> - Use of public spaces - Regulations or the lack of regulations concerning new platform tourism services - Development plans and policies - Rules and regulations with regards to mobility - Organization of events, festivals, activities - Promotional activities - Cooperation and collaboration with other stakeholders - Community involvement

a) For the purpose of this research, it was only possible to measure stakeholder encounters on a negative scale.

Respondents perceive spatial, social and personal effects slightly more positive than the economic ones. The figure also highlights a very mixed-picture, illustrating that for each different aspect of tourism locals recognize both benefits and disadvantages. Nonetheless, of all categories, residents' social perceptions are the most positive. Drawing on the responses across the different cities, it is also possible to identify the most positive and negative perceptions mentioned by residents.

The ranking reveals that respondents consider that tourism is mostly perceived as contributing to the livelihood, activities and the image of a city, generates

economic benefits, helps to protect the heritage and improves the number of facilities available. Respondents are mainly irritated by the increase in the price level of houses, shops, restaurants/cafés, public transport and leisure facilities.

Other main issues are overcrowding, both on the streets and in public transportation and other disturbances caused by tourism (e.g., pollution, littering). It is also worth noting that changes in prices might not only be due to growth in tourism, but also due to other causes (e.g., the wider real-estate market, increase of commuters and residents).

Table 2.2 Ranking of residents' most perceived positive and negative impact of tourism

Rank	Impact	Positive (+)
1.	Social	Greater international touch (internationalisation, different cultures in the city)
2.	Economic	More events
3.	Social	More positive image
4.	Spatial	Protection of historical parts of the city
5.	Spatial	Restoration of traditional architecture
6.	Economic	More seasonal jobs in tourism
7.	Social	More cultural supply (museums, cultural activities, cultural events, etc.)
8.	Social	Greater numbers of tourist accommodations (hotels/pensions/hostels/apartments/etc.)
9.	Social	More opportunities to share knowledge and culture with visitors
10.	Spatial	More leisure facilities
11	Social	Increased liveliness
Rank	Impact	Negative (-)
1.	Economic	Increase of price level/affordability of rental houses
2.	Economic	Increase of price level/affordability of private houses
3.	Economic	Increase of price level/affordability of taxis
4.	Economic	Increase of price level/affordability of shops
5.	Economic	Increase of price level/affordability of restaurants and cafés
6.	Economic	Increase of price level/affordability of public transportation
7.	Economic	Increase of price level/affordability of leisure facilities
8.	Spatial	Less housing for residents
9.	Spatial	Overcrowding of public transportation
10.	Social	Pollution, littering, noise
11	Spatial	Overcrowding/obstruction of streets/sidewalks

2.2 Perceptions towards future tourism development

The critical encounters that respondents described also impact upon the attitude toward tourism and further tourism development. The attitude towards further growth of visitor numbers in the city as a whole and in the own neighbourhood is illustrated in figure 2.1. The graph shows a scale from unconditional growth to a halt in the growth of visitor numbers.

At the city level, the largest group of respondents feels that it is not necessary to limit the growth of visitor numbers (30%) or that there is still room for further growth (24%). This implies that more than half of the respondents thinks that at city level there is room for unconditional growth of tourism. Other respondents think that growth is only possible if it is outside the peak season (14%) or not in holiday flats (13%).

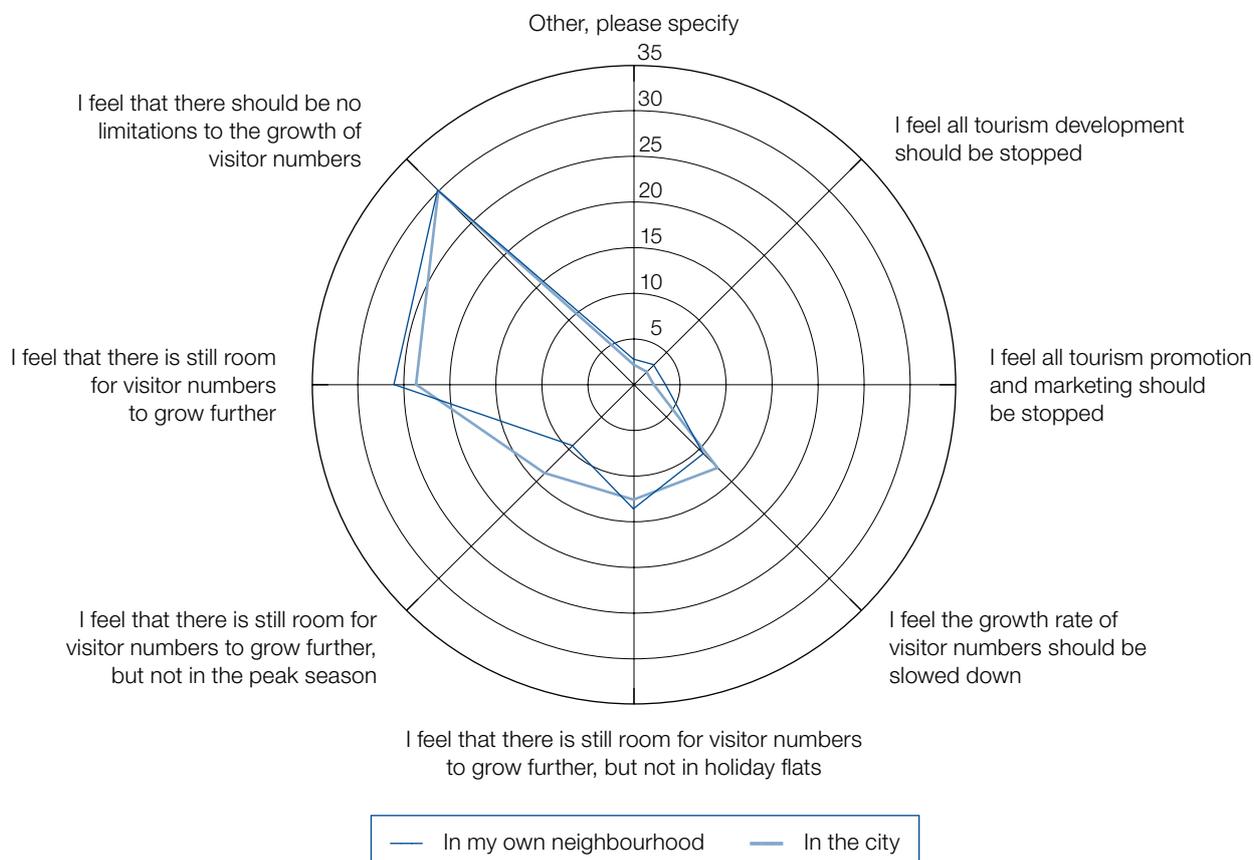
At the level of their own neighbourhood, respondents' attitude is slightly more positive. Again, the largest group does not see the need to limit visitor numbers (30%) or thinks that there is room for further growth (26%). The

number of respondents who think that further growth of tourism in their neighbourhood is possible as long as it is outside the peak season is 9.5% or outside holiday flats is 14%.

These results illustrate the complexity of the perceptions of tourism pressure. While over half of all residents do not see a particular issue with further growth of tourism, there is a significant minority, for whom tourism growth is an issue. However, this group is not unified on where the emphasis of tourism growth or lack thereof should lie.

Solutions to dealing with negative sentiments require close investigation within neighbourhoods and where possible, solutions need to be sought that deal with the specific issues at hand in a specific neighbourhood. While this is unlikely to be possible with all management strategies, the same also applies to communication with residents, as it is likely to be more effective when it is more specific. In order to get increasingly specific messages across, it can be useful to gain cooperation from other government departments (e.g., those dealing with housing, real estate), as the issue with tourism pressure issue transcends tourism alone.

Figure 2.1 Attitude towards further growth of tourism (% of respondents)



2.3 What do residents want?

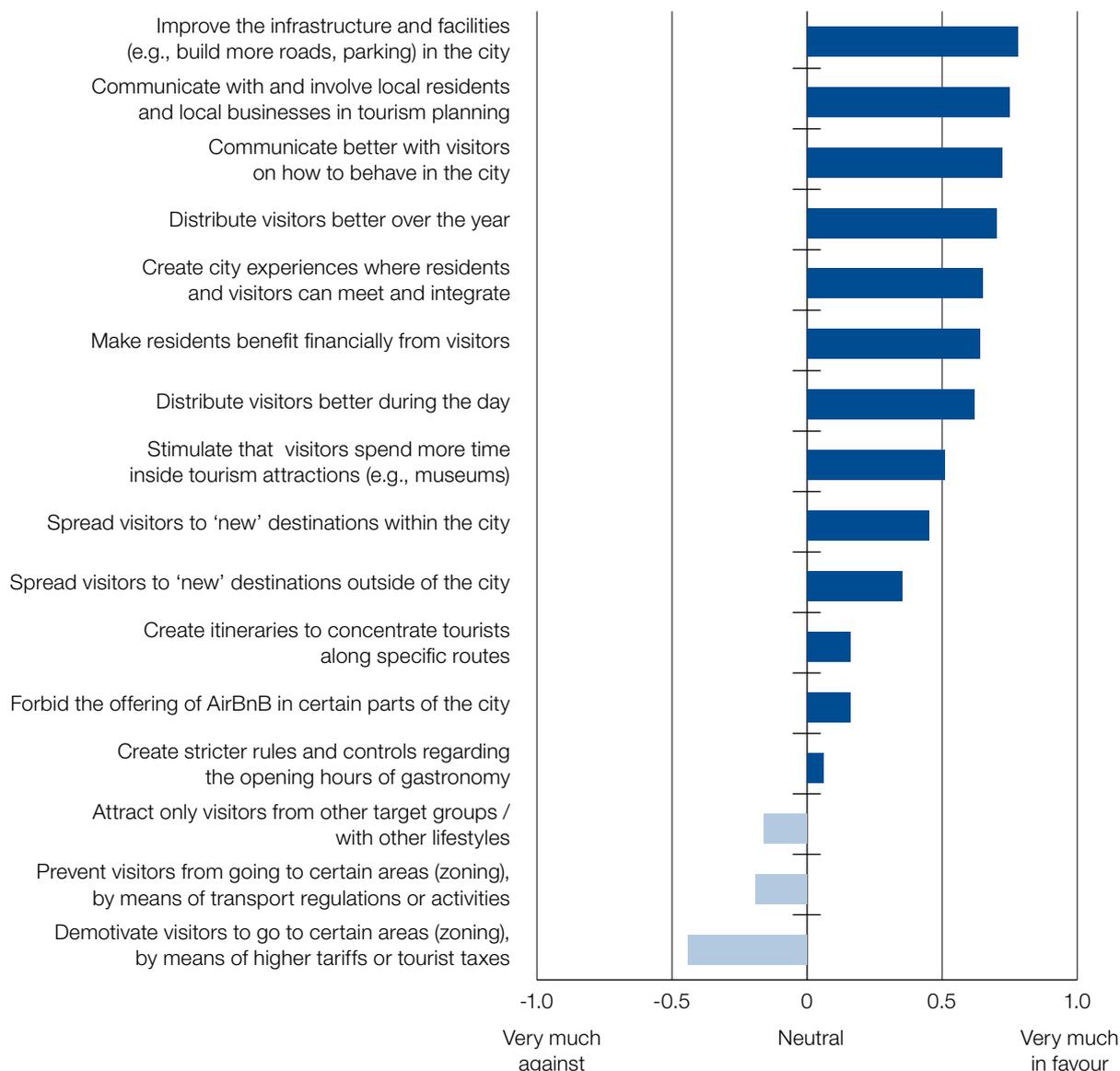
Implementing the various strategies to deal with tourism congestion requires engaging local communities. In that sense, the survey also included a question regarding residents' attitudes towards the possible visitors' management strategies.

As shown by their responses, residents tend to prefer wider infrastructural improvements. However, they also very much appreciate good communication, both to residents as well as visitors, and argue for greater involvement of residents in tourism city experiences. Regulatory management strategies, on the whole, are seen by residents as less preferable.

These responses indicate that, on the whole respondents prefer positive rather than repressive measures. The fact that residents feel a strong need for improved infrastructure and facilities, and that communication with residents and local businesses in urban planning is key, implies that to solve the issue, responsibility also needs to be taken by other government departments and stakeholders that may not relate directly to tourism. Both the benefits and disadvantages of tourism should be placed in a wider city perspective that goes beyond tourism alone.

Differences in the appreciation of the strategies between residents in different cities can also be observed. In larger cities, particularly those where tourism congestion

Figure 2.2 Residents' attitude towards visitor management strategies



is an increasingly common point of discussion in the media and the political discourse, there appears to be more support for regulatory practices.

These differences suggest that it is essential to link the strategies and measures to the nature of the city and its current state of tourism development. Even when there is a general consensus regarding the desirability among different strategies and measures, results indicate that there are no one-size-fits all solutions that will work in all cities. Instead, it is up to individual cities and stakeholders to engage with each other to find the best strategy for their city. To facilitate this process, a number of tools are highlighted in the next section.

2.4 Conclusions about residents perceptions on tourism

The analysis of residents' perceptions of how tourism impacts upon their life and the attitude they have towards tourism and further tourism development, leads to the following conclusions:

1. Tourism also contributes to the residents personally. Most of them agree that tourism adds to their personal identity and how they identify with the city, and their sense of attachment with the city. To a lesser extent they state that tourism contributes to their sense of attachment with the neighbourhood and the quality of their life. It is positive that residents recognise the benefits of tourism, even when they also perceive negative issues.
2. The majority of residents feel that there is room for growth of visitor numbers to in their city, although a significant group feels that there should be certain limitations to this growth. They may only want growth outside peak season or in parts of the city.

Endnotes

- 1 Postma, A. and Schmücker, D. (2017a), 'Overcoming negative impacts of tourism in city destinations: Conceptual model and strategic framework', *Special Issue: The Future of City Tourism. Journal of Tourism Futures*, 3(2), pp. 144–156.
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Strategies for managing visitors' growth in cities

Strategy 1: Promote the dispersal of visitors within the city and beyond

Strategy	Measures
Promote the dispersal of visitors within the city and beyond	<ul style="list-style-type: none"> - Host more events into less visited parts of the city and its surroundings - Develop and promote visitor attractions and facilities in less visited parts of the city and its surroundings - Improve capacity of and time spent at attractions - Create joint identity of city and its surroundings - Implement travel card for unlimited local travel - Mark entire city as inner city to stimulate visitation of less visited parts

Dispersing visitors around the city and beyond seeks to offer visitors new experiences, while relieving some of the pressure in the most visited areas or attractions. By redirecting tourists to areas that are less visited, or by encouraging visitors to stay longer at existing attractions that can accommodate a high number of visitors, several of the challenges associated with tourism congestion can be reduced.

Two different possibilities of dispersal can be observed:

1. Dispersal of visitors to **new areas outside of the city** (some countries and cities are focusing efforts in promoting less-visited areas and attractions and developing new tourist routes away from the city); and
2. Dispersal of visitors to **new areas within a city** (this type of spreading is present in practically all cities).

It becomes clear that spreading visitors throughout the city and beyond can be a useful strategy that can be achieved in multiple ways. The success of this strategy can be measured by looking at the increasing popularity of new areas/attractions. Challenges for implementation include the fact that first-time visitors often want to visit the popular visitor attractions, the need for cooperation among a wide variety of actors and the existence of sufficient attractions for the target market/s.

Amsterdam, Netherlands

Spreading visitors outside the city has been also a measure adopted in Amsterdam in recent years. Since 2009, through the project 'Visit Amsterdam, See Holland', part of the visitor pressure on the city centre is being spread over a bigger area, and the region is benefitting more of the success of the destination. The project 'Visit Amsterdam, See Holland' has received the UNWTO Ulysses Award.

Source: Amsterdam Marketing (2013), *Directors' report 2013* (online), available at: www.iamsterdam.com (30-08-2018).

Barcelona, Spain

The approach of Barcelona is innovative in that, prior to spreading visitors, there has been contact with residents in new potential destinations in the city, to enquire what they perceive as the main attractions in their city and how they envision the development of tourism. This approach builds on the principle of 'convivencia', a convivial and friendly integration of visitors, to ensure new visitors are not perceived as invasive within the local communities.

Source: Koens, K. and Postma, A. (2017), *Understanding and Managing Visitor Pressure in Urban Tourism*, CELTH, NHTV, ETFI, Breda/Leuwarden.

Table 3.1 Strategy 1: Characteristics of dispersal of visitors around the city and beyond

Spatial requirements	Underdeveloped areas in or nearby city that have potential to attract visitors
Main target group	Specific visitor groups namely among leisure visitors repeat and longer-stayers
Main stakeholders involvement	Industry, Destination Management Organizations (DMOs) and wider policy stakeholders
Time scale	Long-term

Cape Town, South Africa

‘Love Cape Town Neighbourhoods’ campaign by Cape Town Tourism was conceived as a way to help explore the city’s most popular neighbourhoods, through the eyes of the people that live there. Using locals, and interviewing residents of those neighbourhoods, the videos encouraged and inspired visitors to travel like a local. This initiative sits hand-in-hand with the objective to promote the geographical spread of visitors by showcasing different neighbourhoods.

Source: World Tourism Organization and World Tourism Cities Federation (2018), *City Tourism Performance Research*, UNWTO, Madrid, pp. 261–262.

London, United Kingdom

‘Play London With Mr. Bean’ is a free mobile app game that shows travellers different attractions around London that, when visited, earns the points to redeem for vouchers and discounts around the city. The idea is to disperse those visitors across the city to avoid congestion. This free mobile gaming app serves as one of the first prime examples of how a major tourist destination can use a mobile game to engage with visitors and encourage them to visit different parts of the city, including its lesser known and travelled parts, to decrease overcrowding in a city centre.

Source: Peltier, D. (2018) ‘London Uses Mobile Gaming App to Help Tackle Overtourism’, Skift, 27-06-2018 (online), available at: www.skift.com (08-07-2018).

Salzburg, Austria

The promotion of tours to the surrounding areas led by Salzburg is an interesting initiative. Tours such as the ‘Sound of Music’ tour, the ‘Lake District’ tour and other tours to the neighbouring villages aim to lead visitors out of the touristic hotspots and the city itself. The key to the success of this project lies very much in the cooperation between several actors – municipalities, province, public transport providers, the tourism and cultural sector – in the metropolitan region. By creating a joint identity for the international visitor, and marketing the region as a whole, the city has managed to add attractions to its destination portfolio and stimulate visitor spending, overnight growth visits and employment in the region.

Source: Postma, A.; Papp, B. and Koens, K. (2018), *Visitor pressure and events in an urban setting. Understanding and managing visitor pressure in seven European urban tourism destinations* (unpublished), CELTH, Breda/Leeuwarden.



Strategy 2: Promote time-based dispersal of visitors

Strategy	Measures
Promote time-based dispersal of visitors of visitors	<ul style="list-style-type: none"> - Promote experiences during off-peak months - Promote dynamic pricing - Stimulate events in off-peak months - Set timeslots for popular attractions and/or events aided by real-time monitoring - Use new technologies (apps and others) to stimulate dynamic time-based dispersal (e.g., show peak times and waiting times at attractions and suggest alternative attractions)

The distribution of visitors through time can take place at two different levels:

1. **Dispersal of visitors during the day:** This has been tested through the use of welcome cards and brochures, which provide incentives to achieve the redirection of visitors during peak hours or other busy periods of the day. Smart solutions can equally help accommodate rerouting during the day. For instance, online booking systems for key attractions allow for better monitoring and steering of visitors over the course of the day.

This can contribute to more evenly sell tickets through timeslots and avoid queues on the street. To ensure that such initiatives are truly successful, it is essential that stakeholders of different attractions work together, which can be difficult due to competition and limited communication among them. Other measures include real-time rerouting through the use of apps and/or big data. For instance, receiving a text message informing tourists about museum discounts or quieter times to visit can be a helpful measure to re-route tourist flows. Much can be learnt here from theme parks and music festivals like Roskilde, in Denmark whereby geolocation it is possible to

determine temporal overcrowding and manage the flows. Prior to start using real-time data however, particular practical issues need to be dealt with, namely the fact that a sufficient number of visitors will need to download the app, sufficient participation of other stakeholders and attractions needs to be ensured, the creation of a reliable internet connection is necessary throughout the city and finding ways to deal with privacy concerns.

2. **Seasonal dispersal:** Distribution of tourism flows during the course of the year is a common and effective measure to ensure that visitors are more evenly spread out and avoid increased pressure in peak seasons. Cities can put this into practice by organising events and festivals during relatively quiet periods or in the shoulder season, allowing the total number of visitors to a destination to increase, with relatively little disturbance to residents.

Destinations can also learn from yield management system such as those used in hotels or low-cost airlines to gain more active control over visitor streams throughout the year. Particularly as tourist travel cards and potentially traveller apps become more used, possibilities to do this are increasing.

Time based rerouting can be accomplished through communication, financial incentives and marketing. The success of this strategy can be measured by examining the fluctuations of visitors between high and low seasons, the popularity of new areas/attractions, and the number of incentives offered/marketed.

Potential challenges include the need for a change in visitors' behaviour, that different attractions need to work together to better distribute visitors at a certain point in time and that there is a sufficient number of attractions for the target market/s, albeit that this is somewhat mitigated by the increasing search for 'authentic' local experiences by visitors.

Table 3.2 Strategy 2: Characteristics of time-based dispersal of visitors

Spatial requirements	No specific requirements – for dynamic time dispersal a relatively close proximity of attractions is useful
Main target group	Leisure and business visitors rather than local users
Main stakeholders involvement	Industry stakeholders
Time scale	Initial changes throughout the day can take place relatively quickly, seasonal differences long mid to long-term

Strategy 3: Stimulate new visitor itineraries and attractions

Strategy	Measures
Stimulate new visitor itineraries and attractions	<ul style="list-style-type: none"> - Promote new itineraries at the city entry points and through the visitor's journey, including at information centres - Offer combined discounts for new itineraries and attractions - Produce city guides and books highlighting hidden treasures - Create dynamic experiences and routes for niche visitors - Stimulate development of guided tours through less-visited parts of the city - Develop virtual reality applications to famous sites and attractions to complement onsite visits

The third strategy focuses on stimulating new itineraries and attractions in order to lead visitors in different directions, or by allowing visitors to visit a place, without physically being there. Within cities, different itineraries can be offered to tourists with the kind of city experience they desire. A particular value of such itineraries is that they can be used to have visitors (and residents) move beyond the most popular tourism attractions. In theory, this can then be used to spread demand, although it requires sufficient understanding of the whereabouts of visitors throughout the day. All cities apply this strategy through brochures, websites and signposting on the streets. Several cities published books to allow for visitors and residents to discover 'unseen' places, often using titles as 'beat the tourist!' to highlight the itineraries and places that are new and undiscovered. In this strategy, there is still progress to make as cities have not fully started exploring and using all the different possibilities of tools in the implementation of this strategy. From digital touch screen solutions at outdoor tourist information signs to big data analysis, and social media promotion destinations have increasingly tools at their disposal in stimulating new itineraries.

This shows the potential of such measures, particularly in combination with smart technologies and/or new partnerships with stakeholders beyond the tourism sector.

On this subject, 3D videos play an increasingly important role and as such they are applied more frequently. Besides 3D videos and photos, QR codes are also in use in many cities. By scanning the codes, visitors can instantly get information about the visited site. A more advanced technology is virtual reality, which several cities are experimenting with too. Also Apps like 'Spotted by Locals' or 'Like a Local' or 'Instagram' accounts can showcase and different places of interest and stimulate new itineraries within a city. These platforms can contribute to promote specific low-impact itineraries, either if being used by Destination Management Organizations (DMOs) or visitors.

Challenges include the need to create interest in the new itineraries by both from visitors and local stakeholders. If new itineraries are developed without involving local participation, this can lead to a negative perception of tourism in these new areas.

Mechelen, Belgium

Mechelen, in Belgium is the first city to offer a virtual reality tour of the entire city. The virtual reality version of the experience makes you feel as if you are actually walking through the city, facilitating access to attractions for people with reduced mobility and reducing the impact of visitors.

Source: Visit Mechelen (n.d.), *Virtueel Mechelen* (online), available at: www.virtueelmechelen.be

Table 3.3 Strategy 3: Characteristics of stimulate new itineraries and attractions

Spatial requirements	Multiple attractions within relatively close proximity
Main target group	Leisure visitors
Main stakeholders involvement	Predominantly industry stakeholders and DMOs
Time scale	Dependent on the scale of interventions, both short-term and long-term

Strategy 4: Review and adapt regulation

Strategy	Measures
Review and adapt regulation	<ul style="list-style-type: none"> - Review opening times of visitor attractions - Review regulation on access to visitor attractions for large groups to popular attractions - Review traffic regulation in busy areas or during certain periods of the day - Ensure visitors use parking facilities at the edge of city - Create specific drop-off zones for coaches in suitable places - Create pedestrian-only zones - Review regulation and taxation of new platform tourism services - Review regulation and taxation on hotels and other accommodation - Define the carrying capacity of the city and of critical areas and attractions (number of beds, visitors to the city, to specific areas and attractions, number of businesses of certain categories, etc.) - Consider an operator's licence system to monitor all operators (e.g., operational standards for tour operators/guides etc.) - Review regulation on access to certain areas of the city for tourist related-activities (e.g., Segways, tourist-oriented shops) - Review regulation on access to certain areas of the city for tourist related-activities

The fourth strategy comprises a wide spectrum of regulatory measures related to managing visitors and vehicles, access to some areas of the city, as well as the activities of tourism businesses. In certain cases it may simply be impossible to spread tourists out over a wider region. Nonetheless, when it comes to regulation and to what extent individual cities should or not apply it, this will be the decision of each specific destination. For this strategy, a number of different measures are provided but the regulation responsibility remains at the discretion of each city and its authorities. In addition,

there is the question of who is competent to regulate on these matters, which in the case of urban destinations may be the authorities at the local level, or the authorities at the national or regional level.

The most drastic form of regulation employed to this date is the imposition of physical limits for visitors or users of the city. This includes regulation with regards to the number of people or coaches allowed to enter a certain place, limiting the modes of transport accessing certain regions (e.g., no cars allowed) and the partial or complete prohibition of certain activities (e.g., holiday lets), or only allowing them at a certain time (e.g., stringent opening hours for bars). These are some examples of measures that often meet resistance from all stakeholders in the city and require strict enforcement and good communication to be effective.

Based on recent experiences, such interventions may not necessarily be desirable or even viable, as they can also harm the resident and/or visitor experience of a city. In the majority of the cities interviewed, measures such as extra taxation or entrance fees are used. While such regulations are less strict, they can be equally unpopular and enforcement and communication remain important. Additionally, interviewees highlighted that many facilities of the city are not used exclusively by tourists. Instead these facilities are an integral part of the wider economy of cities. This means that such interventions always require careful consideration.

The implementation reiterates the fact that it is not regulation as such, but also the ability and willingness to enforce regulatory measures. This can be a potentially intricate situation as it often involves multiple government departments and the reaction of residents. Because regulatory measures will also impact residents, these can be perceived in a negative way and result in opposition. The success of this strategy is best measured not by looking at the number of fines, but more at the extent to which issues are perceived to be resolved.

Table 3.4 Strategy 4: Characteristics of review and adapt regulation

Spatial requirements	No clear requirements
Main target group	All users of the city
Main stakeholders involvement	Predominantly wider policy stakeholders as well as industry actors; difficulty of responsibility for regulation: national level or city level
Time scale	Long-term

Strategy 5: Enhance visitors' segmentation

Strategy	Measures
Enhance visitors' segmentation	<ul style="list-style-type: none"> – Identify and target visitor segments with lower impact according to the specific city context and objectives (e.g., niche segments, segments travelling in off-peak seasons) – Target repeat-visitors – Discourage visitation of the city of certain visitors segments

The fifth strategy aims to target visitors that 'fit' with the character and objectives of the city. Each destination attracts certain types of tourists and to manage and attract the right group of tourists is fundamental to understand the different segments of visitors and their motivations. All stakeholders interviewed for this report highlighted the relevance of adequate segmentation to address issues of congestion management. Cities can focus on a profile of visitors who show a positive and respectful attitude towards the local way of life, whilst trying to dissuade other visitors that may cause disturbance. Most cities also focus on repeat visitors and seek longer staying tourists. Practically all city representatives try to limit party tourism or stag nights.

Measures related to visitor segmentation also face challenges. First, effectively appealing to certain segments and attracting them requires a long time approach. In addition, it is impossible to control marketing outputs from other stakeholders, particularly with the advent of social media, which makes it very difficult to shed an image and create a new one.

On the other hand, it is worthwhile to note that cities differ in the type of tourists that they would like to attract. While most cities report that they are particularly interested in higher spending cultural tourists, there might be others that prefer other segments.

This is a long-term strategy as the diversification of visitors requires all industry partners to engage and, as stated in multiple cities, it is very difficult to change a pre-existing image among visitors in the short-term. This means that the image of the city as an interesting destination for these visitors will continue, even if a few tourism enterprises continue to market themselves towards visitor types that are deemed undesirable.

Berlin, Germany

The Berlin Senate introduced its 'Sustainable and city-compatible tourism plan 2018+' at the beginning of 2018. One goal is to develop Berlin tourism qualitatively, with the aim of achieving moderate and stable qualitative growth. Looking forward "quality tourism" has to be redefined, not only taking value added segmentation into account, but also applying behavioural segmentation to target groups.

Source: visitBerlin (2018), *Berlin Tourism Plan 2018+* (online), available at: <https://about.visitberlin.de/en/berlin-tourism-plan-2018> (30-08-2018).

Copenhagen, Denmark

Copenhagen actively works with the nearby Skåne region and its cities (e.g. Malmö) to optimise cooperation and ensure strong cohesion between tourism and the cities that are visited. As the cities in the area all have different characteristics, this creates specific niches for tourists based on a shared sense of localhood across regional borders and individual destinations. This makes it easier for Copenhagen to fit the types of tourists they receive to the overall feel of the city and its residents. It also makes it easier to design facilities, as these are more likely to then automatically also fit with the needs of visitors.

Sources: The Greater Copenhagen and Skåne committee (2016), *Greater Copenhagen action plan 2017* (online), available at: www.greatercph.com (30-08-2018).

Wonderful Copenhagen (2017), *The end of tourism as we know it* (online), available at: www.localhood.wonderfulcopenhagen.dk (30-08-2018).

Table 3.5 Strategy 5: Characteristics of enhance visitors' segmentation

Spatial requirements	No specific requirements
Main target group	Predominantly business and leisure visitors
Main stakeholders involvement	DMOs in combination with policy stakeholders and industry
Time scale	Short-term actions possible, effects only visible after several years

Strategy 6: Ensure local communities benefit from tourism

Strategy	Measures
Ensure local communities benefit from tourism	<ul style="list-style-type: none"> - Increase the level of employment in tourism, enhance training and skills and strive to create decent jobs - Promote the positive impacts of tourism, create awareness and knowledge of the sector amongst local communities - Engage local communities in the development of new tourism products - Conduct an analysis of supply-demand potential of the local communities and promote their integration in the tourism value chain - Improve quality of infrastructure and services considering residents and visitors - Stimulate development of impoverished neighbourhoods through tourism

The sixth strategy is focused on how residents can benefit from tourism, not only economically but also with regards to social benefits. The perception of 'overtourism' can be mitigated by simulating residents to directly or indirectly benefit economically from tourism. This can occur directly in mainstream tourism, either by being employed in a hotel or at the airport or by starting one's own small business aimed at visitors.

Moreover, tourism can also provide residents with further opportunities to appreciate and enjoy their cities. It can contribute to the conservation of heritage and other monuments, as well as to the rejuvenation of a city through the improvement of infrastructures and services, public spaces, architecture, etc. In doing so, a communication message can be provided highlighting the visitors' contribution to the promotion and protection of heritage and/or attractions.

Another way in which tourism can create value for residents is by reinforcing the positive identity of a neighbourhood. This is in line with one of the aspects mentioned by local residents in their answers – residents take pride from tourism.

Berlin, Germany

Berlin has taken the initiative to stimulate the organisation of conferences and seminars in community buildings and schools, preferably those that have a link to the subject in one way or another. This provides conference organisers with novel locations that may align well with the nature of the conference (e.g., a conference on education in a local school). It also allows for direct financial benefits in a neighbourhood, and stimulates a different form of exchange between residents and visitors. In this way it has the potential to remove the distance between residents and visitors and stimulate communication between the two.

Source: Koens, K. and Postma, A. (2017).

Salzburg, Austria

As an incentive and also remuneration, in the Salzburg Christmas Market, local artisans and craftsmen are invited to display their produces. The market attracts a large number of international visitors therefore promoting local traditions and enabling the residents to directly benefit from this has high importance to the organizers. Besides economic benefits, the visitor economy helps to fund the costly maintenance of cultural heritage depending to an extent on visitors, while particularly public transport links benefit from the income and usage by visitors (e.g., certain public transport routes can run more often).

Source: Postma, A.; Papp, B. and Koens, K. (2018).

Table 3.6 Strategy 6: Characteristics of ensure local communities benefit from tourism

Spatial requirements	No specific requirements
Main target group	Local stakeholders and visitors
Main stakeholders involvement	Policy stakeholders, Destination Management Organizations (DMOs), the wider industry and residents
Time scale	Dependent on scale of interventions, both short-term and long-term

One potential challenge with this strategy is the eventual gentrification of neighbourhoods. Often this is not only due to tourism, but for example, because of relatively low real-estate prices and/or the influx of new residents. As discussed before, although visitors are generally blamed for gentrification and rising prices, it is important to recognize such processes are also affected by wider structural challenges of urban development.

An important aspect when attempting to make tourism mean benefits for local communities is, unsurprisingly, that local residents need to be willing to engage with tourism. Using tourism to support and improve infrastructure and services, should be a way to create buy-in for such a strategy.

Strategy 7: Create city experiences for both residents and visitors

Strategy	Measures
Create city experiences for both residents and visitors	<ul style="list-style-type: none"> – Develop the city to fit with the residents’ needs and desires and consider tourists as temporary residents – Develop tourism experiences and products that promote the engagement of residents and visitors – Integrate visitor facilities within local festivities and activities – Create and promote local city ambassadors – Promote art and culture initiatives such as street art to provide fresh perspectives on the city and expand visitation to new areas – Extend opening times of visitor attractions

The creation of experiences benefiting both residents and tourists constitutes a central strategy with regards

to the powerful social impact of tourism. Interviewees emphasised the importance of visitors in creating a pleasant living environment for residents. In this context, the high number of retail businesses, coffee bars and restaurants, which in many cases could not exist without visitors from outside the city, are highly appreciated by residents. In addition, certain parts of cities are better maintained in order to keep these attractive to tourists.

During interviews, it was stated that it remains difficult to control and stimulate a diverse retail offer that benefits locals and visitors (instead of only tourism-oriented shops). Yet, it was also added that ongoing discussions with entrepreneurs and business groups have proved useful in this matter. An approach to tackle the alienation of residents is also developing more initiatives and experiences that can combine the involvement of residents and visitors. For example, though less visible than economic benefits, the social impact of local cultural festivals showcasing local products and local traditions can serve to foster community pride and strengthen relationships between visitors and residents. Interviewees recognized that current benefits were not always sufficiently communicated and that more could be done to better align the benefits of residents and visitors.

Barcelona, Spain

A study examining the celebrations to honour the patron saint of Our Lady of Mercy (*La Mercè*), which is organized annually by the municipality of Barcelona, concluded that overall there is a sense of pride by local people because the event attracts so many visitors. And in turn the visitors also feel welcome at *La Mercè*, reflecting the open attitude of the residents.

Source: Richards, G. (2008) 'Culture and Authenticity in a Traditional Event: The Views of Producers, Residents, and Visitors in Barcelona', *Event Management*, 11(1-2), pp. 33-44.

Table 3.7 Strategy 7: Characteristics of create city experiences for both residents and visitors

Spatial requirements	Space to create experiences for residents and visitors
Main target group	All users of the city
Main stakeholders involvement	Policy stakeholders, Destination Management Organizations (DMOs), the wider industry, residents and visitors
Time scale	Mid to long-term

Cities can promote (joint) meetings of neo-tribes – groups of like-minded individuals that meet online – among locals and visitors. This not only allows locals (who also are part of this tribe) and visitors to share joint experiences, it also allows for a better spatial distribution within the city. As an added benefit it provides residents too with continuously new experiences in their city.

Achieving value-creation that goes beyond economic value holds great further potential. By creating meaningful encounters between residents and visitors and improving amenities for both, the two sides can benefit in a unique way. As highlighted earlier, in the areas where spaces have been renovated and improved thanks to tourism, local sentiment towards tourism will be more positive. Tourism can improve the conditions and quality of life of residents, but only if residents feel included and informed. Cooperation is required from many actors to achieve this, and most importantly, there needs to be strong means of communication.

As is the case when trying to have local communities benefit from tourism, it is key that residents are open to engage and share experiences with visitors. It is therefore essential to ensure a positive approach towards residents, for example by communicating with them. In addition, it requires extensive coordination with other city stakeholders outside of tourism, as this will allow for tourism activities to support and contribute to local activities and issues, thus potentially enhancing localised city experiences. In summary, this strategy aims to create a city for all that is a balanced, multi-user environment, of which the success can be measured by the extent to which experiences are shared, as well as through the level of resident and visitor satisfaction.

Berlin, Germany / Paris, France

Another way to create joint experiences is seen in Berlin and Paris. In neighbourhoods where there is a risk of disturbance, pantomime players and street artists are hired to perform near such areas, but in places where disturbance is less likely. In this way they urge visitors in a friendly and entertaining way to go to places where they can make more noise and/or remain quieter at areas where residents live. Such performances may even become entertainment for residents too.

Source: Koens, K. and Postma, A. (2017).

Buenos Aires, Argentina

In Buenos Aires, a project called ‘Mi Barrio’ was implemented in 2016 by the Buenos Aires Destination Management Organization (DMO). The aim of this project was to conduct an x-ray of the districts of the city from the point of view of local residents in order to capture each neighbourhoods identity and redesign and revalue touristic routes and identify new opportunities. The project has helped to identify intervention areas that need social, urban, economic and touristic improvements, and also has allowed to identify overexploited areas that can be decongested, redistributing benefits and improving the functioning of the destination as a whole.

Source: World Tourism Organization and World Tourism Cities Federation (2018), pp. 31–33.

Copenhagen, Denmark / Lisbon, Portugal

Using ideas from ‘city hospitality’, Copenhagen’s development of visitor facilities nowadays very much starts from the premise that new facilities also need to benefit residents, thus creating a natural synergy between the two. Furthermore, within the festivals that are organised in the city, there is a strong emphasis on mixing residents and visitors. Similarly, local markets also include stalls with goods aimed at tourists and other visitors, again stimulating an exchange between the two groups. On a similar note the redevelopment of the harbour area in Lisbon was done with this dual usage (resident/visitor) in mind. The reason this works may be because these areas are not as inundated with tourists.

Source: Koens, K. and Postma, A. (2017).

Strategy 8: Improve city infrastructure and facilities

Strategy	Measures
Improve city infrastructure and facilities	<ul style="list-style-type: none"> - Create a city-wide plan for a well-balanced, sustainable traffic management - Ensure that major routes are suitable for extensive tourism activity and that secondary routes are available at peak times - Improve urban cultural infrastructure - Improve directional signage, interpretation materials and notices - Make public transport better suited for visitors - Set up specific transport facilities for visitors during peak periods - Provide adequate public facilities (e.g., public toilets, Wi-Fi) - Create safe cycling routes and stimulate bicycle rentals - Set up specific safe and attractive walking routes - Ensure that routes are suitable for the physically impaired or elderly visitors in line with accessible tourism principles - Safeguard quality of cultural heritage and attractions - Ensure cleaning regimes fit with tourism facilities and with peak times

The eighth strategy contains measures to improve city infrastructure and facilities that may help destinations better cope with tourism. Given that challenges are linked not only to growing number of visitors, but also to the negative perception of residents and commuters and other local users, part of the solution inevitably includes the wider city infrastructure and facilities. However, instigating this wider change is difficult. In all cities, interviewees mentioned that this includes political decisions at other levels or departments.

For example, the importance of good transport links infrastructure and signing, either in general, or targeted at visitors is recognised by all. However, it is key to integrate tourism in wider strategies and create integrated solutions for mobility.

One possible approach for dealing with the wider infrastructure is by actively seeking partners and trying to gain at least some influence in larger infrastructure projects from the start. One way of doing this is by strongly relating potential visitor attractions to local needs.

Among all strategies, this one is perhaps the most difficult to put into practice as it involves long-term engagement of many government departments and stakeholders outside of tourism. Nevertheless, there is a great need to remain focused on working together with policy departments, planners and the wider industry (e.g., real-estate) to make the city infrastructure itself better suited for dealing with visitor stream and building a city for all.

Table 3.8 Strategy 8: Characteristics of improve city infrastructure and facilities

Spatial requirements	No specific requirements – for dynamic re-routing a relatively close proximity of attractions is useful
Main target group	Focus on leisure and business visitors rather than local users
Main stakeholders involvement	Focus on industry stakeholders
Time scale	Initial changes throughout the day can take place relatively quickly, seasonal differences long mid to long-term

Amsterdam, Netherlands

Within this context the Amsterdam ‘City in Balance’ strategy is a positive example to explicitly relate visitors and their positive and negative impacts to wider policy. This enforces stakeholders on a higher political level to see how visitors affect the city as a whole and makes it possible to create joint benefits for residents and visitors (and communicate these effectively). This has made it possible for tourism to be incorporated from the start in big projects such as the redevelopment of the city centre due to the new North-South underground line.

Source: Amsterdam Marketing (2016), *Strategic plan 2016–2020* (online), available at: www.iamsterdam.com/en.

Antwerp, Belgium

Since 2016, Antwerp, in cooperation with mobile phone providers, has been monitoring visitor movements across the city centre, especially during large events. The city uses such data to provide real-time public transport data and to further visualize mobility and security, especially during large events.

Source: World Tourism Organization and World Tourism Cities Federation (2018), p. 64.

Berlin, Germany

An interviewee in Berlin noted that in the Mitte neighbourhood, visitors are so important that they are already considered temporary residents, similar to residents that live here year round. This means that cleaning services, for example, need to be adjusted to fit with visitors’ needs as much as long-term residents. Naturally, this is not easy to achieve. At the same time, such thinking is already often applied in the conservation of cultural heritage and attractions, which are protected both in the interest of residents and visitors.

Source: Survey response from resident in Berlin.



Strategy 9: Communicate with and engage local stakeholders

Strategy	Measures
Communicate with and engage local stakeholders	<ul style="list-style-type: none"> - Ensure that a tourism management group (including all stakeholders) is set up and regularly convened - Organize professional development programmes for partners (e.g., taxi drivers, hotel employees etc.) - Organise local discussion platforms for residents - Conduct regular research among residents and other local stakeholders - Encourage locals to share content about their city on social media - Communicate with residents about their own behaviour - Unite disjointed communities (e.g., by setting up a common Destination Management Organization (DMO) for more than one area of the city)

In all discussions the importance of regular and clear communication with local communities is highlighted. Providing transparent and open information regarding the benefits and disadvantages of tourism to residents and other local players can to a great extent contribute to a more positive perception of the sector. It may also be useful to focus on stimulating a sense of pride among residents, as recent research found that residents who are proud of their city, are more positive with regards to tourism.¹ Most importantly, the involvement of residents and other local players in the decision-making process is essential as this can lead to ownership of the issue and may provide new solutions.

In all cities analysed, the importance of good communication and, where possible, local involvement is reiterated by respondents and several examples of this have already been mentioned. The importance of clearly

communicating with residents grows, as the ‘overtourism’ public debate escalates. While communication and involvement of locals holds great potential, it is not an easy task. Not only is it difficult to get all the relevant stakeholders around the table and ensure they actually represent the wider community, but it may require leadership as, at times, complex and harsh decisions may have to be taken.

In order for local residents to perceive tourism as a positive outcome, authorities and policy makers should ensure the inclusion and active participation of locals in the tourism agenda. Residents should be consulted through meetings and other platforms and their concerns identified through discussion and research.

Bruges, Belgium

As part of his MBA thesis at Modul University Vienna last year and in partnership with Visit Bruges, Vincent Nijs conducted an online survey of more than 1,200 Bruges residents ages 18 and older in September and October 2016. Some 922 respondents lived in the Bruges metropolitan area and 322 resided in the city centre and central tourist district. Results highlighted that residents in this heavily visited destination recognise both benefits and disadvantages of tourism, and continue to strongly support tourism. One of the important conclusions from this study was that psychological empowerment might have an important effect on residents attitudes. Campaigns to make residents more proud of their city and to even raise the pride among those who are already proud will help residents be better ambassadors of their city. At the same time, proud residents also show more interest to be involved and tend to perceive tourism more positively. Thus, involving residents in debates, giving them a voice, creating opportunities for sharing ideas and issues is likely to raise their perceived positive impact.

Source: Nijs, V. (2017).

Table 3.9 Strategy 9: Characteristics of communicate with and engage local stakeholders

Spatial requirements	No specific requirements
Main target group	Local stakeholders
Main stakeholders involvement	Policy stakeholders, Destination Management Organizations (DMOs), the wider industry and residents
Time scale	Short-term actions possible, effects not directly visible

Strategy 10: Communicate with and engage visitors

Strategy	Measures
Communicate with and engage visitors	<ul style="list-style-type: none"> – Create awareness of tourism impact amongst visitors – Educate visitors on local values, traditions and regulations – Provide adequate information about traffic restrictions, parking facilities, fees, shuttle bus services, etc.

Through communicating with and engaging visitors it is possible to create awareness among visitors of the local values and regulations. This can be done through websites, brochures, advertising or mobile applications.

On the other hand, its effects should not be overstated, particularly in cases where pressure on city resources is largely determined by local usage. Moreover, not all visitors may be open to increased communication.

In essence, this strategy is a crucial step to support most of the other strategies. Communication with visitors can help create awareness and reduce undesirable behaviour, which in many urban destinations is at the basis of the negative perception of residents towards tourism. Furthermore, it can actually increase the experience, particularly for visitors who want to experience a more locally 'authentic' experience and a culture of mutual understanding and respect.

The UNWTO campaign 'Travel.Enjoy.Respect', launched on the occasion of the International Year of Sustainable

Tourism for Development, aimed at promoting such values. The campaign included a series of 'Tips for Responsible Travellers' which focused on how visitors can make a positive impact on destinations.²

Communication requires important resources and coordination with other stakeholders, also outside of tourism. Increasingly there are opportunities for using new technologies to achieve this kind of interactions and achieve a more efficient way of measuring the impact of the different elements of these strategies. An example of a tourism project, which combines digital and traditional interactions to achieve local stakeholder involvement is the 'Smart City Hospitality' project.³

Amsterdam, Netherlands

In May 2018, in order to address tourist behaviour, Amsterdam Marketing launched the campaign 'Enjoy & Respect'. The campaign was aimed at male visitors between 18–34 years old with the intention to make clear that behaviour like public urination is not only unacceptable, but will also be penalized with fines. It consisted of a series of signs posted online, via social media, public transport or on the street showing examples of bad behaviour, like public urination or dumping rubbish, and their respective penalties. The campaign main message is to encourage good behaviour with the slogan: "you're free to do what you want, but if you behave poorly it will cost you".

Source: Pieters, J. (2018), 'Amsterdam launches campaign against misbehaving tourists', NLTimes, 31-05-2018 (online), available at: www.nltimes.nl.

Table 3.10 Strategy 10: Characteristics of communicate with and engage visitors

Spatial requirements	No specific requirements
Main target group	All visitors
Main stakeholders involvement	Policy stakeholders, Destination Management Organizations (DMOs), the wider industry and visitors
Time scale	Short-term actions possible

Berlin, Germany

The project 'fair.kiez' was launched in 2015 by the district council of Friedrichshain-Kreuzberg to tackle noise and other nuisance issues connected to tourism and promote, fair, responsible and sustainable tourism practices. The objective is to ensure that the Friedrichshain-Kreuzberg district, which is popular with both Berliners and visitors alike, can maintain a fair coexistence between locals and tourists. More information can be found at www.fairkiez.berlin.

Source: World Tourism Organization and World Tourism Cities Federation (2018), p. 160.

Tallinn, Estonia

Tallinn has introduced a chat function on the Visit Tallinn website where visitors can ask questions. This not only helps visitors cause less disturbance and ensure that visitors are aware of the laws at a certain destination, but can also increase the quality of the visitors' stay. Mobile phone users browsing the Tallinn's tourism portal can locate sights and spots near them. VisitTallinn website offers the 'near me' functionality, allowing for visitors seeking tourist information to easily find nearby sights and catering or entertainment venues by using their phone.

Source: Tallinn City Tourist Office and Convention Bureau (online), available at: www.visittallinn.ee/eng (30-08-2018).



Strategy 11: Set monitoring and response measures

Strategy	Measures
Set monitoring and response measures	<ul style="list-style-type: none"> – Monitor key indicators such as seasonal fluctuations in demand, arrivals and expenditures, patterns of visitation to attractions, visitor segments, etc. – Advance the use of big data and new technologies to monitor and evaluate tourism performance and impact – Create contingency plans for peak periods and emergency situations (e.g., ensure that event management plans are in place to manage large crowds)

Finally, the last strategy highlights the importance of monitoring tourists and tourist behaviour as well as the availability to set management and contingency plans to ensure adequate measures can quickly be taken, should this be required.

Understanding and managing visitors' growth in urban destinations requires the collection and analysis of a large amount of data and information on numerous aspects and not only tourism-related data (e.g., number of residents using public transportation on a daily basis). Introducing monitoring measures such as tracking visitors movements through mobile data or measurement of visitor and local satisfaction are already implemented in several destinations. Increasingly, cities rely on technology to manage visitor flows in real time. In some cases, it is on a preventive basis and in others visitors themselves can access real-time data to avoid crowds and queues.⁴

Simultaneously, in order to ensure a stable background for the efficient management, certain response measures need to be in place. Having a long-term strategic vision for the destination requires continuous, well-established operational standards, procedures and mechanisms.

Achieving sustainability is vital for the long-term success of the tourism sector. Sustainable tourism is not a mere buzzword but a commitment from all tourism stakeholders at the destination to consider how to grow tourism sustainably and to use the tourism sector as an agent of change for good and in accordance with the principles of sustainability. The continuous monitoring of tourism performance as well as seasonal fluctuations in e.g., arrival numbers are vital for planning and foresight. Besides ensuring consistency, destinations need to be prepared for unexpected events and situations. Comprehensive management plans as well as contingency plans need to be in place to efficiently deal with unforeseen or extreme circumstances.

UNWTO International Network of Sustainable Tourism Observatories (INSTO)

The UNWTO International Network of Sustainable Tourism Observatories (INSTO) was created in 2004 with the main objective to support the continuous improvement of sustainability and resilience in the tourism sector through systematic, timely and regular monitoring of tourism performance and impact and to connect dedicated destinations in order to better understand destination-wide resource use and foster the responsible management of tourism. It is an innovative approach to monitor and advise on the implementation of management strategies and actions with regards to visitors growth. Since its establishment, a total of 22 observatories have joined the UNWTO INSTO Network: nine in China, one in Greece, one in Mexico, one in Brazil, five in Indonesia, one in Croatia, two in the United States, one in New Zealand and one in Portugal.

Note: For further information, see the UNWTO INSTO Network official website, available at: www.insto.unwto.org.

Table 3.11 Strategy 11: Characteristics of set monitoring and response measures

Spatial requirements	No specific requirements
Main target group	Depends on issue at hand
Main stakeholders involvement	Depends on issue at hand
Time scale	Long-term data gathering with an eye on making very quick short-term actions possible

Monitoring and response measures relate to keeping a long-term overview of tourism developments and that plans are made to come up with solutions in case of emergencies. In a way this strategy and its measures are supportive to the other strategies, as they help provide a baseline of information. Through the systematic application of monitoring, evaluation and information management techniques, policy makers, planners, tourism managers and other relevant stakeholders are able to strengthen institutional capacities to support the formulation and implementation of sustainable tourism policies, strategies, plans and management processes. By keeping a close eye on tourism developments, policymakers and other stakeholders increase their awareness of tourism in the city over time. Should the data suggest a sudden rise of visitors in cities, or parts thereof, then policymakers can take action. A good example can be found in the city of Antwerp. The growth rate of visitor numbers is monitored on a continuous basis with the use of WIFI hotspots. The data collected via these hotspots helps to monitor visitor flows and to avoid overcrowding and congestion problems.

Also, in case of emergencies (e.g., terrorist attacks), contingency plans help city stakeholders to take coordinated efforts to deal with visitors in a more efficient way. Whilst cities commonly cite the potential benefit of using big data for monitoring, there still is much confusion on how to use this information; in other words, what are the questions that need to be asked to make most use of this data.

Much work already is performed with regards to monitoring. However, in this area, the sharing of information between departments commonly is a problem. Certain cities (e.g., Amsterdam or Barcelona) are actively working on this by creating joint research databases that are accessible to different government departments and even external stakeholders. While big data analysis is commonly cited as having great potential

for monitoring and response measures, it is important to note that there are significant differences in realities and contexts in what is legally allowed. While in the case of Germany, privacy laws are very strict and limit the possibilities for tracking visitors and residents, several cities in China already have extensive dashboards for tracking persons, using mobile phone data to measure and predict streams of people.

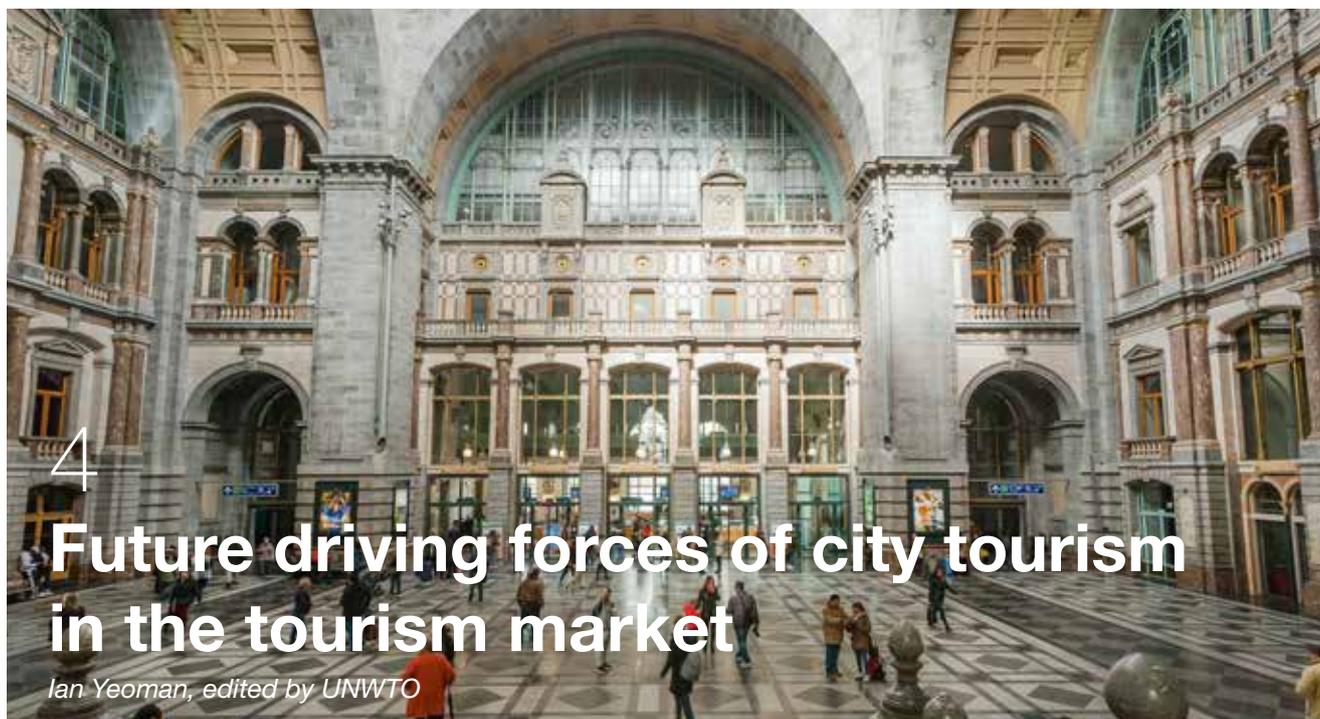
Lisbon and Porto, Portugal

Turismo de Portugal, in collaboration with NOVA SBE (University) and NOS (Telecom Company) designed a pilot project, which uses mobile data and AirBnB data and social media crawler to study the tourism pressure in Lisbon and Porto. The project aims to measure and monitor the tourism flows and presence in space and time by using telecom traffic (CDR data), social media usage (Facebook, Twitter, Instagram) AirBnB data and arrivals at airports. It seeks to better understand tourist's behaviour in the city, namely their length of stay, typical path and favourite attractions, and decisions. A second phase of the project is to design policy recommendations and concrete actions to be taken by relevant tourism authorities to address the identified issues.

Source: Turismo de Portugal (2018).

Endnotes

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4 Future driving forces of city tourism in the tourism market

Ian Yeoman, edited by UNWTO

Tourism is embedded in a world that is characterised by hyper connectivity – across political borders and across industries – and exponential change, and thus by complexity and uncertainty. It is uncertain to what direction(s) tourism will develop, how this affects city tourism and how Destination Management Organizations (DMOs) should respond. To become more resilient and more future proof, it is important to understand the driving forces of change – driving forces that are both important and uncertain – for the future of tourism and thus of tourism in the urban context.

World tourism is forecast to reach 1.8 billion international arrivals by 2030. We need only to look back a decade to understand how the global market for travel has changed. In 2000, world tourism growth was largely fuelled by western countries, both inbound and outbound travel; key established destinations held ultimate sway; the path to purchase was defined and structured. However, a combination of economic, cultural, political and technological flashpoints more recently has altered the landscape dramatically. New middle class consumers from developing economies are entering the market year on year – familiarising themselves with travel terminology, developing new expectations of hospitality and becoming the first generations to visit destinations far from home – and creating a more competitive global tourism market in the process. For a greater understanding of tourism development, it is useful to appreciate this change and what it can mean in the future.

4.1 Driver 1: the experience economy

Consumerism is fuelled by society's desire to accumulate more goods and services. However, rising access to those items once seen as luxuries has encouraged many to place a greater focus on the pursuit of experiences – whether in addition to, or in place of, more material-based forms of consumption. Today's consumers differentiate him or herself not only through the goods and services they buy but also by the experiences they enjoy: holidays abroad, cultural events, fine dining, cutting-edge leisure activities. This trend is known as the *Experience Economy* – the desire to enrich our daily lives by experiencing new things and to undertake activities which deliver a sense of improvement, enjoyment and refreshment.¹ The experience economy is at the centre of tourist activities. Cultural attractions have moved beyond the museum of static displays to experiences that are interactive between the product and the tourist. An example of this has been the rise of food tourism whether it tours, festival or cooking classes. Food tourism is now a mass tourism experiences found in every major European city.

4.2 Driver 2: the leisure upgrade

In a global society devoted to economic development, many see their leisure activities – whether pursued outdoors or enjoyed in quiet moments of passive downtime – as simply non-work. But today, leisure consumption must also deliver a sense of self-improvement. The Leisure Upgrade² trend describes how,

as affluence rises, leisure tastes evolve to encompass more impressive demands. Ever more consumers want to lead active, varied lives away from work that will cast them in the very best light in front of friends, families and networks alike. More, the growing importance of social capital is impacting consumers' leisure choices. Activities that boost cultural knowledge and parade personal achievement are growing in appeal as it becomes less fashionable to broadcast personal entertainment options focused on simple, easy-to-access pleasures.³

4.3 Driver 3: increased wealth

Rising income, and the wealth improvement connected with it, has been the driving agent of modern society – a key indicator of societal success and responsible for the empowerment of consumers in relation to companies, brands and governments. Increased personal prosperity creates an emboldened consumer-citizen, a more demanding, sophisticated and informed actor with intensified expectations of, for instance, quality innovation and premium choices in every market; of efficient and ever-personalised customer service; of visible corporate commitment to tackling the environmental and ethical problems of the day.⁴ Increased wealth is one of the core drivers of international tourism growth as wealth correlates with increased out of home expenditure namely across Europe where consumers have made choices to spend monies on weekend breaks in many European cities and inter regional travel.

4.4 Driver 4: desire and luxury

The increasing wealth of millions of consumers in the West following years of long-term, real income growth, as well as greater access to credit, has helped to alter mainstream access to luxury in many marketplaces, allowing more and more consumers the once restricted privilege of buying non-essential products at premium prices at least occasionally. The same can be said of other countries that they enjoy a relatively prosperous level of GDP per capita. Millions now feel entitled to luxury in some form and while it is certain that the global financial crisis has subdued the growth of prosperity in many developed countries, our sense of entitlement to luxury is irrepressible. In countries where GDP per capita is comparatively lower, the feeling that luxury goods are there to be had for immediate enjoyment will not be nearly as entrenched. Their power has so far been aspirational as much as anything else. But the distribution of effective demand is changing this picture. Thus, travel and tourism

has become the most aspirational phenomenon amongst today's consumer in the turns of desire⁵.

4.5 Driver 5: everyday exceptional

Europeans celebrations are becoming more numerous and more ingenious. In the social-media-enhanced lives of millions, few milestones go unmarked and few achievements undeclared. Energised by a dynamic multiculturalism, the social calendar presents ever more opportunities to make something special of the day. People are comfortable participating in familiar re-interpretations of celebrations not necessarily rooted in their own religious practices, national traditions or local cultures⁶.

4.6 Driver 6: once is not enough

Millions of lives are now no longer marked by defining, *things-will-never-be-the-same-after-this* moments. Fewer will achieve only one major but unitary ambition – visiting Venice, witnessing the Northern Lights, completing in the London marathon. Many will survive life-endangering illnesses only to face others some time later and then, in due course, survive them too. Many too will, across their lives, run sequential careers, when once upon a time a single one was more than enough. The essentialism of such elasticated experience for all i.e., the widespread realisation that no moment, no choice and no state of affairs is unique and irreversible – is this story⁷. Increased wealth, accessibility and living longer all contribute towards the trend of *Once is Not Enough*, with tourism one of the consumer beneficiaries.

4.7 Driver 7: access to education

Access to education has been democratised over the past decades, allowing previously excluded groups and underprivileged communities to advance their social mobility by granting them new professional opportunities and thus reducing social inequalities. Access to education has risen particularly dramatically for women, with primary access rising in the developing world and tertiary education rates climbing in the developed. In the coming decades, the democratisation of education will slowly move away from growing inclusion of marginalised citizens, and towards tackling the challenges presented by the 4th Industrial Revolution. The emerging economic order will accelerate the decay of skills, opening a gap in educational provision and encouraging an overhaul of

the way we think about developing talent and expanding fundamental skills⁸. Increased knowledge and education has driven tourists to visit faraway places and explore new cultures. Tourists, have a vision of bettering themselves, seeking new skills and searching for more meaningful experiences. This has put pressure on many heritage and cultural sites particular hot spots such as Paris and Venice.

4.8 Driver 8: urbanisation

The concentration of people into urban rather than rural areas began with the Industrial Revolution, and has only intensified throughout the 20th century – tendency that promises to continue as emerging economies continue to develop, and themselves urbanise to greater extents. The majority of future urban growth comes from developing markets – and the pace is set to be rapid. The consequences are both environmental – with larger cities requiring more resources – and social, with housing shortages and high population density requiring efficient solutions to function smoothly. One of the impacts of increased urbanisation has seen property developments and short-term rentals for tourists only in many cities across Europe.

4.9 Driver 9: fluid identity

Identity is the conception, qualities, beliefs, and expressions that make a person or group. If the future is raising incomes and wealth accumulation distributed in ways that alter the balance of the power to even more centrality, along with the age of richness in new forms of connection and association, allows a liberated pursuit of personal identity which is fluid. An identity which is less restricted by background or geography but more by achievement. In the fluid environment, communications channels and technologies are fast moving and instant, which produces a culture of choice enhancement. From a tourism perspective, these tourists seek novelty, new experiences and innovation. They do not classify themselves as a food tourist nor as an eco-tourist as they are happy both with gaming or rock climbing.⁹

4.10 Driver 10: mobility

As world tourism heads to 1.8 million international arrivals in 2030 one of the core drivers is mobility. Mobility has always been a driver for tourism, both domestic and international. The first tourists to New Zealand arrived

by sailing ship which took six months from the United Kingdom. Technological innovation and the invention of the steam ship reduced this to six weeks. In the 1970's, jet aircraft reduced this to 28–36 hours.¹⁰ Looking to the future, hypersonic travel has the potential to reduce the journey to 3–4 hours.¹¹ The growth of tourism-related mobility is linked to a number of factors including overall increases in global population, urbanisation and the diffusion of a consumer culture that values travel-related consumption, and the significant decrease in the costs of transport¹². The growth of tourism from 25 million international arrivals in 1950 to 1.3 billion in 2017 is due primarily to mobility and wealth. For example, the more recent growth is attributed to the low cost carrier and other infrastructure developments which has enabled the growth of interregional travel mainly short breaks from city to city.¹³

Endnotes

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Strategies and measures to address visitors' growth in cities

Urban tourism should contribute to create better cities for all: citizens, investors and visitors. This report provides eleven strategies and 68 measures aimed at supporting cities to better develop and manage urban tourism. Yet,

the effectiveness of measures are highly dependent on their specific context. There is no one-size-to-fit-all solution and even within cities, management measures can and tend to differ between neighbourhoods. A comprehensive evaluation and planning is essential to determine which strategies can be successfully applied to a destination.

Strategies and measures to address visitors' growth in cities

Strategies	Measures
Strategy 1 Promote the dispersal of visitors within the city and beyond	<ul style="list-style-type: none"> - Host more events in less visited parts of the city and in its surroundings - Develop and promote visitor attractions and facilities in less visited parts of the city and in its surroundings - Improve capacity of and time spent at attractions - Create joint identity of city and its surroundings - Implement travel card for unlimited local travel - Mark entire city as inner-city to stimulate visitation of less visited parts
Strategy 2 Promote time-based dispersal of visitors	<ul style="list-style-type: none"> - Promote experiences during off- peak months - Promote dynamic pricing - Stimulate events in off-peak months - Set timeslots for popular attractions and/or events aided by real-time monitoring - Use new technologies (apps and others) to stimulate dynamic time-based dispersal (e.g., show peak times and waiting times at attractions and suggest alternative attractions)
Strategy 3 Stimulate new visitor itineraries and attractions	<ul style="list-style-type: none"> - Promote new itineraries at the city entry points and through the visitor's journey, including at tourist information centres - Offer combined discounts for new itineraries and attractions - Produce city guides and books highlighting hidden treasures - Create dynamic experiences and routes for niche visitors - Stimulate development of guided tours through less-visited parts of the city - Develop virtual reality applications to famous sites and attractions to complement onsite visits
Strategy 4 Review and adapt regulation	<ul style="list-style-type: none"> - Review opening times of visitor attractions - Review regulation on access for large groups to popular attractions - Review regulation on traffic in busy parts of the city - Ensure visitors use parking facilities at the edge of city - Create specific drop-off zones for coaches in suitable places - Create pedestrian-only zones - Review regulation and taxation on new platform tourism services - Review regulation and taxation on hotels and other accommodation - Define the carrying capacity of the city and of critical areas and attractions (number of beds, visitors to the city, to specific areas and attractions, number of businesses of certain categories, etc.) - Consider an operator's licence system to monitor all operators (e.g., operational standards for tour operators/guides etc.) - Review regulation on access to certain areas of the city for tourist related-activities
Strategy 5 Enhance visitors' segmentation	<ul style="list-style-type: none"> - Identify and target visitor segments with lower impact according to the specific city context and objectives (e.g., niche segments, segments travelling in off peaks seasons) - Target repeat-visitors - Discourage visitation of the city of certain visitors segments

Strategies and measures to address visitors' growth in cities

Strategies	Measures
<p>Strategy 6</p> <p>Ensure local communities benefit from tourism</p>	<ul style="list-style-type: none"> – Increase the level of employment in tourism and strive to create decent jobs – Promote the positive impacts of tourism, create awareness and knowledge of the sector amongst local communities – Engage local communities in the development of new tourism products – Conduct an analysis of supply-demand potential of the local communities and promote their integration in the tourism value chain – Improve quality of infrastructure and services considering residents and visitors – Stimulate development of impoverished neighbourhoods through tourism
<p>Strategy 7</p> <p>Create city experiences that benefit both residents and visitors</p>	<ul style="list-style-type: none"> – Develop the city to fit with the residents' needs and desires and consider tourists as temporary residents – Develop tourism experiences and products that promote the engagement of residents and visitors – Integrate visitor facilities within local festivities and activities – Create and promote local city ambassadors – Promote art and culture initiatives such as street art to provide fresh perspectives on the city and expand visitation to new areas – Extend opening times of visitor attractions
<p>Strategy 8</p> <p>Improve city infrastructure and facilities</p>	<ul style="list-style-type: none"> – Create a city-wide plan for a well-balanced, sustainable traffic management – Ensure that major routes are suitable for extensive tourism activity and that secondary routes are available at peak times – Improve urban cultural infrastructure – Improve directional signage, interpretation materials and notices – Make public transport better suited for visitors – Set up specific transport facilities for visitors during peak periods – Provide adequate public facilities (e.g., public toilets, Wi-Fi) – Create safe cycling routes and stimulate bicycle rentals – Set up specific safe and attractive walking routes – Ensure that routes are suitable for the physically impaired or elderly visitors in line with accessible tourism principles – Safeguard quality of cultural heritage and attractions – Ensure cleaning regimes fit with tourism facilities and with peak times
<p>Strategy 9</p> <p>Communicate with and engage local stakeholders</p>	<ul style="list-style-type: none"> – Ensure that a tourism management group (incl. all stakeholders) is set up and is regularly convened – Organize professional development programmes for partners (e.g., taxi drivers, hotel employees etc.) – Organize local discussion platforms for residents – Conduct regular research among residents and other local stakeholders – Encourage locals to share interesting content about their city on social media – Communicate with residents about their own behaviour – Unite disjointed communities (e.g., by setting up a common DMO for more than one area of the city)
<p>Strategy 10</p> <p>Communicate with and engage visitors</p>	<ul style="list-style-type: none"> – Create awareness of tourism impact amongst visitors – Educate visitors on local values, traditions and regulations – Provide adequate information about traffic restrictions, parking facilities, fees, shuttle bus services, etc.
<p>Strategy 11</p> <p>Set monitoring and response measures</p>	<ul style="list-style-type: none"> – Monitor key indicators such as seasonal fluctuations in demand, arrivals and expenditures, patterns of visitation to attractions, visitor segments, etc. – Advance the use of big data and new technologies to monitor and evaluate tourism performance and impact – Create contingency plans for peak periods and emergency situations (e.g., ensure that event management plans are in place to manage large crowds)

Policy recommendations

The implementation of the strategies proposed in this report can help manage urban tourism growth, yet a the long-term sustainability of urban tourism depends on the implementation of key policy measures including:

1. Ensure urban tourism policies are aligned with the city's global agenda, the United Nations New Urban Agenda and the 17 Sustainable Development Goals (SDGs), namely Goal 11 on "Make cities and human settlements inclusive, safe, resilient and sustainable" and the principles of the UNWTO Global Code of Ethics for Tourism;
2. Set a strategic long-term plan for sustainable urban tourism including the definition of the carrying capacity for the city and for specific areas and attractions. This is particularly useful to implement strategies that aim at dispersal of visitors, visitor segmentation and those where new itineraries and attractions are developed more effectively;
3. Determine the acceptable levels of impact of tourism on the city through a participatory process involving all relevant stakeholders. This will make it easier for local communities to benefit, create joint city experiences for visitors and residents and help in the communication with residents;
4. Set governance models that engage administrations at all levels (tourism and other relevant administrations), the private sector and local communities. Improvement of the city infrastructure in particular requires cooperation with other departments, but, practically all strategies strongly benefit from more cooperation between administrations at multiple levels, also beyond tourism;
5. Foster communication and collaboration mechanisms among all relevant stakeholders. Management strategies will be far more effectively if all relevant stakeholders work together compared with initiatives of individual stakeholders;
6. Enhance the integration of local communities in the tourism value chain promoting their engagement in the sector and ensuring that tourism translates into wealth creation and decent jobs. Integrating local communities from the start will ensure they benefit from tourism from the start and will help bring together local stakeholders;
7. Regularly monitor the perception of local communities towards tourism and promote the value of the sector among residents. This will make it possible to identify local communities' concerns early on and jointly develop management strategies to deal with perceived issues;
8. Promote monitoring and evidence-based decisions and planning of key issues such as carrying capacity, mobility, management of natural and cultural resources and residents' attitudes towards tourism;
9. Invest in technology, innovation and partnerships to promote smart cities – making the best of technology to address sustainability, accessibility and innovation;
10. Promote innovative products and experiences that allow the city to diversify demand in time and space and attract the adequate visitor segments according to its long-term vision and strategy;
11. Plan ahead through methodologies such as strategic foresight and scenario planning. The dynamic, volatile, uncertain, and complex global developments of today require an approach that does not (only) take the past but also identifies the driving forces of change and key uncertainties, to create plausible scenarios; and
12. Consider tourists as temporary residents, ensure tourism policy promote the engagement of visitors and residents and build a city for all.

Endnotes

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Annex: Methodology

As mentioned in chapter 2, to better understand the residents' perception towards visitors' management in urban destinations, a survey was conducted in eight European cities – Amsterdam, Barcelona, Berlin, Copenhagen, Lisbon, Munich, Salzburg and Tallinn.

The questions related to:

1. Personal characteristics;
2. Attachment to the city;
3. Positive critical encounters;
4. Negative critical encounters;
5. Behavioural response to these encounters;
6. Attitude towards future tourism development in the city and in the respondents' neighbourhood; and
7. Support for strategies to deal with tourism development.

The questionnaire was conducted in English, Danish, Spanish, Catalan, Portuguese, Dutch and German and distributed online to a significant sample of residents in the eight cities. A total of 3153 residents were surveyed in the eight cities. The findings of the survey were used to get a better understanding of how local residents perceive the impacts of tourism in their respective cities.

In addition, 25 open interviews were conducted per city, examining the three types of critical perceptions – direct, indirect and stakeholder residents' perception – discussed in chapter 4.

For the analysis, the findings were translated into a questionnaire to quantify the issues that were addressed in the interviews – although other potential areas of conflict were added. The questionnaire also included questions about the effects of people's experiences with tourism on their attitude towards tourism, tourism development and different strategies to manage tourism.

At the basis of the solutions and management strategies proposed in chapter 5, extensive desk research was conducted alongside interviews with key stakeholders.

Stakeholders included policymakers, politicians, Destination Management Organizations (DMOs), representatives from the industry, representatives from resident organisations, local journalists and academics. A total of 80 interviews were held, specifically dealing with the topic of 'overtourism' in thirteen European cities – Amsterdam, Antwerp, Barcelona, Berlin, Bruges, Copenhagen, Ghent, Lisbon, Leuven, Mechelen, Munich, Salzburg and Tallinn.

The findings from these interviews were further enriched with information from 50 interviews in five additional cities – Belgrade, Darmstadt, Gothenburg, Stavanger and Valencia. The topic of these interviews was the development of sustainable urban tourism, but 'overtourism' was nearly always part of the conversations. These interviews were performed as part of the EU funded project 'Smart City Hospitality'¹. All interviews were held in the native language of the interviewee or in English.

The analysis was done in three steps:

- Step 1: an initial analysis of the recorded interviews and perspective of each interviewee was conducted;
- Step 2: similar themes among interviews were identified or different perspectives regarding the same topic and;
- Step 3: finally, findings from all interviews were brought together and analysed again to create further understanding.

Endnotes

- 1 For further information, see: Smart City Hospitality, available at: www.scithos.eu.

List of figures and tables

List of figures

Figure 2.1	Attitude towards further growth of tourism (% of respondents)	24
Figure 2.2	Residents' attitude towards visitor management strategies	25

List of tables

Strategies and measures to address visitors' growth in cities		10
Table 1.1	Perceived negative impacts of urban tourism growth and congestion in cities	17
Table 1.2	Stakeholder groups: composition and predominant interest	19
Table 2.1	Some examples of residents' perceptions towards tourism's impact	22
Table 2.2	Ranking of residents' most perceived positive and negative impact of tourism	23
Table 3.1	Strategy 1: Characteristics of dispersal of visitors around the city and beyond	28
Table 3.2	Strategy 2: Characteristics of time-based dispersal of visitors	30
Table 3.3	Strategy 3: Characteristics of stimulate new itineraries and attractions	31
Table 3.4	Strategy 4: Characteristics of review and adapt regulation	32
Table 3.5	Strategy 5: Characteristics of enhance visitor's segmentation	33
Table 3.6	Strategy 6: Characteristics of ensure local communities benefit from tourism	34
Table 3.7	Strategy 7: Characteristics of create city experiences for both residents and visitors	35
Table 3.8	Strategy 8: Characteristics of improve city infrastructure and facilities	37
Table 3.9	Strategy 9: Characteristics of communicate with and engage local communities	39
Table 3.10	Strategy 10: Characteristics of communicate with and engage visitors	40
Table 3.11	Strategy 11: Characteristics of set monitoring and response measures	42
Strategies and measures to address visitors' growth in cities		48

Bibliography and references

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The management of tourism flows in cities to the benefit of visitors and residents alike is a fundamental issue for the tourism sector. It is critical to understand residents' attitude towards tourism to ensure the development of successful sustainable tourism strategies.

This report analyzes the perception of residents towards tourism in eight European cities – Amsterdam, Barcelona, Berlin, Copenhagen, Lisbon, Munich, Salzburg and Tallinn – and proposes 11 strategies and 68 measures to help understand and manage visitor's growth in urban destinations.

The implementation of the policy recommendations proposed in this report can advance inclusive and sustainable urban tourism that can contribute to the New Urban Agenda and the Sustainable Development Goals.

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