'Overtourism'?

Understanding and Managing Urban
Tourism Growth beyond Perceptions

Volume 2: Case Studies

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The views, thoughts and opinions expressed in each of the case studies belong solely to the respective author(s).

Foreword

Sustainable and inclusive cities must mean cities for all: citizens, investors and visitors.

The recent growth of urban tourism requires the sector to ensure sustainable policies and practices that maximize tourism's socio-economic benefits. By the same token, potential adverse effects need to be tackled – on natural resources, infrastructure, mobility and congestion, and the socio-cultural impact on residents.

Urban tourism is multifaceted and requires a city-wide strategy with cooperation between all stakeholders and the inclusion of tourism in the urban agenda.

UNWTO has placed urban tourism among its key areas of work, against the backdrop of advancing its contribution to the 17 Sustainable Development Goals, in particular, Goal 11: "Make cities and human settlements inclusive, safe, resilient and sustainable".

In September 2018, we published *'Overtourism'? – Understanding and Managing Urban Tourism Growth beyond Perceptions,* in collaboration with the Centre of Expertise Leisure, Tourism & Hospitality (CELTH), Breda University of Applied Sciences, and the European Tourism Futures Institute (ETFI) of NHL Stenden University of Applied Sciences.

This report showcases 11 strategies and 68 measures to help better understand and manage visitor growth in cities, and examines how to manage tourism in urban destinations to the benefit of visitors and residents alike.

The second volume of *'Overtourism'? – Understanding and Managing Urban Tourism Growth beyond Perceptions – Volume 2: Case Studies* includes examples of how 19 cities across the Americas, Asia and the Pacific, and Europe are implementing these measures.

We trust that the case studies presented in this report can provide inspiration and guidance to all cities as we work together to build a common sustainable charter for urban tourism.

Zurab Pololikashvili
Secretary-General,
World Tourism Organization (UNWTO)
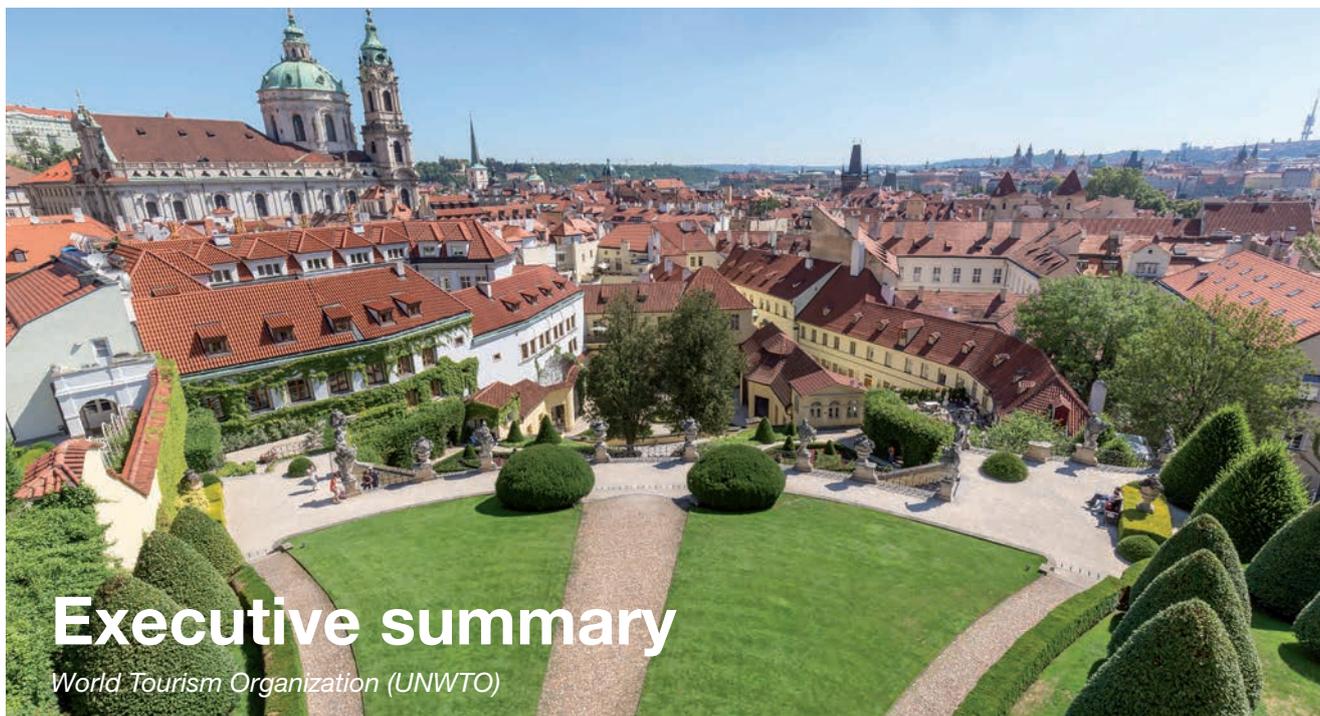
Executive summary

World Tourism Organization (UNWTO)

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.

In September 2018, UNWTO launched the report *'Overtourism'? – Understanding and Managing Urban Tourism Growth beyond Perceptions,* in collaboration with the Centre of Expertise Leisure, Tourism & Hospitality (CELTH), Breda University of Applied Sciences, and the European Tourism Futures Institute (ETFI) of NHL Stenden University of Applied Sciences. The report examines how to manage tourism in urban destinations to the benefit of

visitors and residents alike, showcasing eleven strategies and 68 measures to help better understand and manage visitor growth in cities.

This second volume *'Overtourism'? – Understanding and Managing Urban Tourism Growth beyond Perceptions – Volume 2: Case Studies* includes examples on how 19 cities across the Americas, Asia and the Pacific and Europe – Amsterdam, Antwerp, Barcelona, Berlin, Besalú, Cambridge, Dubrovnik, Edinburgh, Ghent, Hangzhou, London, Lucerne, Macao (China), New York, Lisbon, Seoul, Porto, Prague and Venice – are implementing the following eleven strategies:

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

Strategy 2: Promote time-based dispersal of visitors;

Strategy 3: Stimulate new visitor itineraries and attractions;

Strategy 4: Review and adapt regulation;

Strategy 5: Enhance visitors' segmentation;

Strategy 6: Ensure local communities benefit from tourism;

Strategy 7: Create city experiences that benefit both residents and visitors;

Strategy 8: Improve city infrastructure and facilities;

Strategy 9: Communicate with and engage local stakeholders;

Strategy 10: Communicate with and engage visitors; and

Strategy 11: Set monitoring and response measures.

Main challenges and measures

The case studies provide a wide range of approaches and strategies to the management of urban tourism and show that the impacts of tourism are diverse, complex and multidimensional.

Despite the diversity in context, unique geographical characteristics as well in current state of tourism development, the concerns and challenges raised the most often appear to be essentially the same: congestion in specific locations and sites at specific moments, mobility, pressure on infrastructure and resources, decrease in 'place' authenticity and impact on social fabrics and residents daily lives.

From the different measures implemented or under implementation in each destination it becomes clear that there are no 'one-size fits all' and that any successful destination management strategy needs to be context specific.

Among the eleven strategies identified for the report, not surprisingly, the most common measures currently being implemented by destinations relate to the dispersal of visitors within the city and beyond which shows the pressing need to manage tourism congestion in certain areas and attractions.

Moreover measures with the aim of improving the city infrastructure and facilities are also frequently mentioned, reflecting the fact that many challenges are linked not only to the growing number of visitors but also to the pressure placed by residents, commuters and tourists on the city's resources and services.

In some destinations, tools to regularly monitor and measure key indicators like carrying capacity or residents' satisfaction have already been adopted or are under development by authorities, but much is yet to be done to implement an holistic approach to measuring sustainable tourism at destination level and maximize the opportunities brought by technology. In this regard, the UNWTO Network of Sustainable Tourism Observatories can be a model to consider as it provides a framework for the systematic, timely and regular monitoring of resource-use and a better understanding of the impact of tourism in nine areas – seasonality; employment; economic benefits; governance; local satisfaction; energy management; water management; waste water (sewage) management; and solid waste management.[1]

For the majority of the case studies, steps to evaluate the effectiveness of the measures have not yet been made. Based on the examples in this report, it becomes clear that implementing specific measures focusing solely on altering visitor numbers and travel behaviour will not suffice. An effective approach to the management of visitors will only be successful if a comprehensive and long-term planning strategy is adopted based on a multi-action, multi-stakeholder participatory approach including the local residents.

Placing tourism in the urban agenda

Finally, as highlighted in the strategies outlined in this report, urban tourism management will necessarily require action or assistance from actors that are not directly involved in the tourism sector. In different urban destinations, efforts towards increasing cooperation between different groups of stakeholders seem to have been acknowledged. On the long term, to ensure that tourism in cities continues to be a crucial socio-economic driver and managed to the benefit of local residents and tourists alike, it is fundamental that the cooperation across sectors grows and measures taking into account the wider city policy structure are implemented.

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 fastest growing economic sectors around the world, translating into socio-economic development, employment, infrastructure development and export revenues. Advancing the full integration of tourism in the wider urban agenda and the development and implementation of comprehensive destination management are key to address the challenges rising from urban tourism growth and the complex interactions between tourism and non-tourism stakeholders.

It is therefore critical to ensure that urban tourism is aligned with 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".

Endnotes:

1   For further information, see the official website of the World Tourism Organization – International Network of Sustainable Tourism Observatories, available at: http://insto.unwto.org/ (26-02-2019).

Introduction
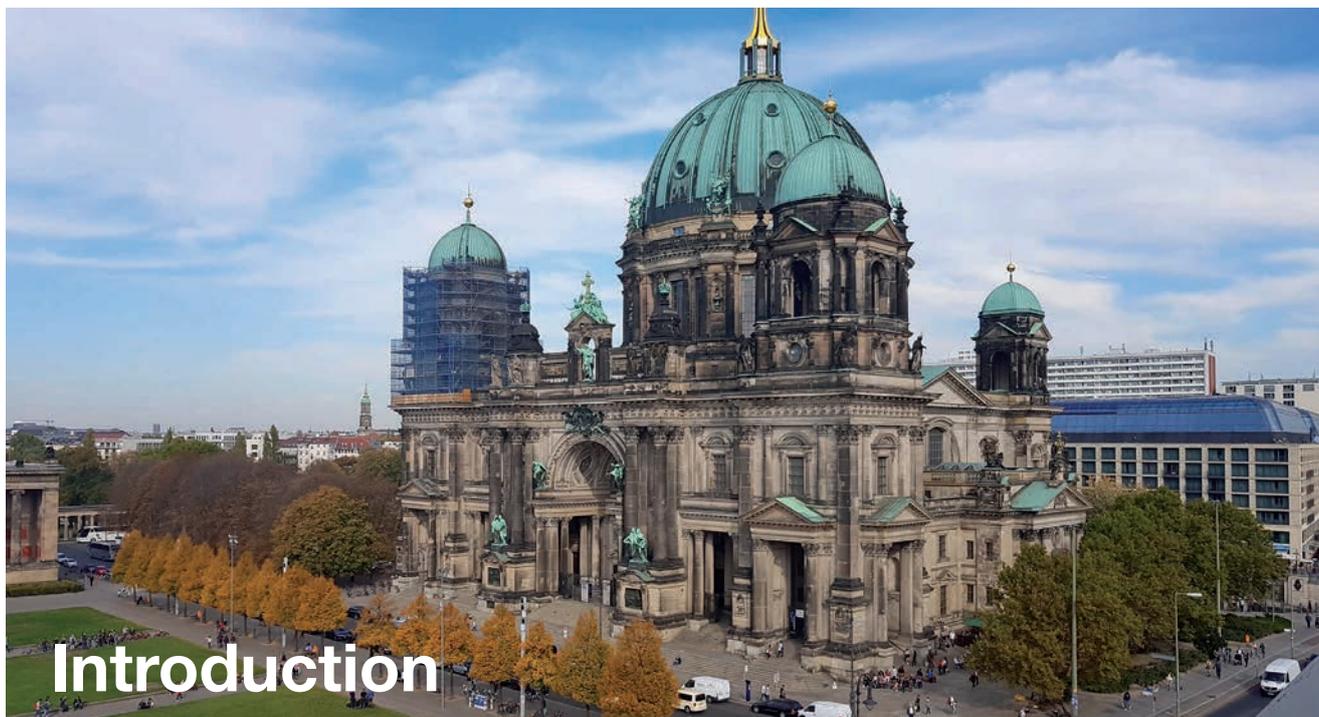
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The report examined how to manage tourism in urban destinations to the benefit of visitors and residents alike, showcasing eleven strategies and 68 measures to help better understand and manage visitor growth in cities.

The second volume *'Overtourism'? – Understanding and Managing Urban Tourism Growth beyond Perceptions – Volume 2: Case Studies* includes examples of specific measures taken in 19 cities across the Americas, Asia and the Pacific and Europe in line with these eleven strategies.

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

Strategy 2:   Promote time-based dispersal of visitors;

Strategy 3:   Stimulate new visitor itineraries and attractions;

Strategy 4:   Review and adapt regulation;

Strategy 5:   Enhance visitors' segmentation;

Strategy 6:   Ensure local communities benefit from tourism;

Strategy 7:   Create city experiences that benefit both residents and visitors;

Strategy 8:   Improve city infrastructure and facilities;

Strategy 9:   Communicate with and engage local stakeholders;

Strategy 10:   Communicate with and engage visitors; and

Strategy 11:   Set monitoring and response measures.

The examples from Amsterdam, Antwerp, Barcelona, Berlin, Besalú, Cambridge, Dubrovnik, Edinburgh, Ghent, Hangzhou, London, Lucerne, Macao (China), New York, Lisbon, Seoul, Porto, Prague and Venice, showcase how urban destinations are addressing the challenges brought by the growing number of tourists and planning for the future regardless of their different characteristics and geographical location.

The case studies are provided by a series of authors – from city authorities to researches – providing a wider vision on the challenges and opportunities rising to promote sustainable urban tourism.
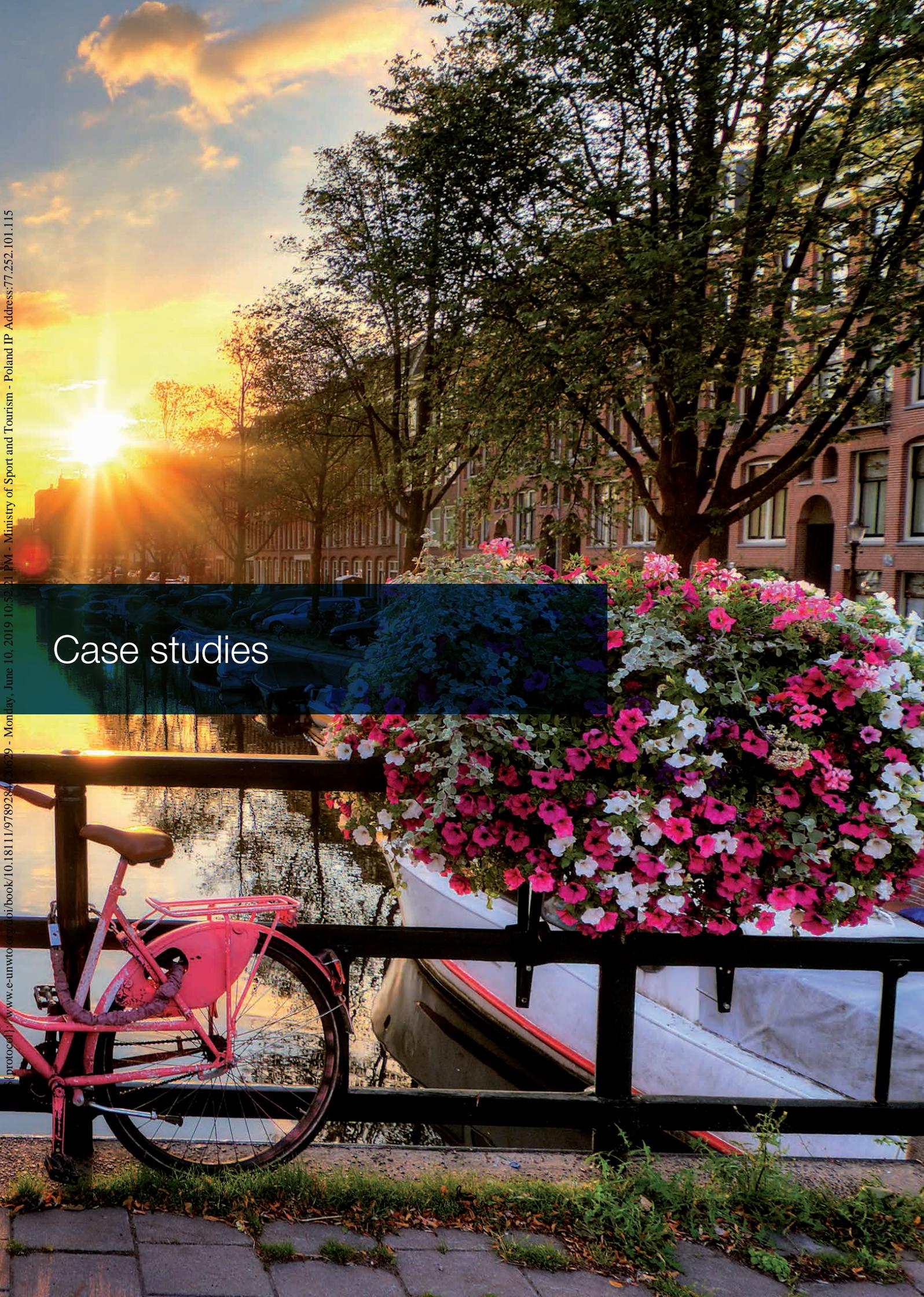
Case studies

Case study 1
Amsterdam, Netherlands
A strategy to keep a growing city in balance

Mr. Thomas de Jager, Department of Economic Affairs, City of Amsterdam

1.1 Background

Amsterdam is more popular than ever. The number of residents and businesses is growing, and both the number of domestic and international visitors has been increasing substantially for the last six years. The amount of visitors increased from 11 million in 2005 to 18 million in 2016 and due to a worldwide trend of fast growth in travel and tourism, we expect a further growth in the upcoming years.[1]

Tourism is an important sector in Amsterdam's economy. In 2015, visitors spent 6.3 billion euros in the city. Data shows that in 2015 there was 61,000 jobs in the tourism sector and that in 2018 this number reached 69,200 jobs, which represents approximately 11% of all the jobs in Amsterdam.[2] Thanks to the visitors' economy, the city has a wide range of outstanding museums, shops, restaurants, attractions and other facilities. Although there was a broad support in society for the growth of tourism after the 2008 financial crisis, the situation changed around 2014 when the economy had recovered and the number of visitors began to increase.

Around 2014, the flipside of the economic success of Amsterdam's tourism sector became visible in popular neighbourhoods and in particular in streets around the main tourism attractions such as the Dam Square and the Red Light District. Some parts of Amsterdam's historic city centre, with its narrow streets and alleys, became too small for the increased number of visitors with overcrowding as a result. Moreover, crowdedness

in Amsterdam go hand-in-hand with an ever-increasing number of shops and services focused only on tourists. As more bicycle rental companies, souvenir shops and stores selling food for immediate consumption open, the diversity of store offer in the city centre is shrinking.

When more and more local residents reported that their neighbourhoods were changing and that the quality of life was under pressure, it became clear that the Amsterdam city government had to take action to manage the negative aspects of growing tourism demand including increased nuisance, unwanted behaviour by tourists, shops and services focused only on visitors, illegal hotels, holiday rental and overcrowding.

Since the crowdedness, nuisance and declining quality of life in busy areas had been caused by multiple factors such as the increasing number of people in those areas – both residents and tourists, unwanted behaviour, new services, the rise of holiday rental platforms, a broad set of measures, actions and new rules was required. The Amsterdam City Government soon came to the conclusion that simply spreading visitors across the city and the region or stimulating visitor itineraries would not be enough as a solution for the fast increasing numbers of visitors coming to the city. The measures designed to managed tourism growth in Amsterdam therefore included also rules to regulate certain kinds of tourist activities and facilities. The table below summarises the main four strategies and actions taken by the municipality of Amsterdam in the past few years.

1.2　Actions

Strategy	Objectives	Measures implemented	Stakeholders involved
Promote the dispersal of visitors within the city and beyond	Spreading tourists out of the city and across the region	The city marketing activities of Amsterdam, executed by Amsterdam Marketing,[a] shifted in 2015 from the promotion of Amsterdam as a tourism destination to spreading visitors, promoting cultural participation of residents and promoting the city among businesses. Amsterdam Marketing for example promotes attractions across the region and has campaigns for neighbourhoods outside the city centre	Amsterdam Marketing, Counties of Noord-Holland and Flevoland, 32 municipalities and Transport Region Amsterdam
Review and adapt regulation	Maintaining the quality and diversity of stores and facilities	Ban on permits for new tourist shops and services in the city centre	The municipality of Amsterdam
		The municipality designated a number of areas, covering all the popular neighbourhoods, where permits for new hotels will no longer be issued. Some areas of the city are however covered by a 'No, unless' policy, which means that a proposed new hotel is only allowed when they are sustainable, provide more than just 'accommodation' and add something to the neighbourhood	
		To ensure that houses are primarily used for living, locals are allowed to rent out their home while they are away, to a maximum of four guests up to 30 days a year. Moreover, all landlords must register their property with the City of Amsterdam, in order to clamp down on illegal rentals. People renting out their home but failing to adhere to the regulations will be fined	
	Reducing nuisance and regulating tourist activities	All accommodation providers in Amsterdam pay a 7% tourist tax which contribute to the municipality. Further measures are to be implemented	The municipality of Amsterdam
		Since the end of 2016, a special team of enforcement by the municipality and the police have been active in the Red Light District in order to reduce parking problems, crime, unwanted behaviour and noise	The municipality of Amsterdam, Amsterdam Police Department
		The municipality has a new approach to clean the city in busy areas and after events. Over 200 designated hotspots were intensively cleaned to reduce litter. In 2017, the public spaces were cleaned before the next morning after ten major events, such as King's Day, New Year's Eve and Pride Amsterdam	The municipality of Amsterdam
		The beer bike was prohibited in parts of the city centre. These bikes affected public order (people shouting, public drunkenness and urination) and caused frequent jams in the most crowded parts of the city	
		Horse carriages will no longer be allowed to offer their services on the public road from April 2019 onwards. Furthermore, the city of Amsterdam recently announced that the use of bicycle taxis and other kinds of transport aimed at fun and recreation, will be limited	
		Stricter rules for guided tours through the Red Light District and Dam Square were implemented in April 2018. Guided groups larger than 20 people are no longer allowed in the area, tours must be finished by 11pm, the use of loud speakers is prohibited and guides must ensure that groups stand with their backs to the sex workers. Further measures are to be implemented	The municipality of Amsterdam, private guide tours

Strategy	Objectives	Measures implemented	Stakeholders involved
Communicate with and engage visitors	Reducing nuisance and create awareness	The campaign 'Enjoy&Respect' aims to raise awareness among Dutch and British male visitors aged 18-34 of what behaviour is allowed and not allowed in Amsterdam. The target groups are approached at an early stage when they are planning their visit and when they are in the city centre, by means of geofencing	The municipality of Amsterdam, Amsterdam Marketing, private partners
Improve city infrastructure and facilities	Creating more public space in busy areas	Because of the increasing number of residents, businesses and visitors, the public space in Amsterdam is used more intensively. Some roads in the city centre are therefore being redesigned in order to steer traffic flows in the right direction	The municipality of Amsterdam, local residents and local stakeholders
		A crowd management system has been implemented in the Red Light District in order to decrease human obstructions in the narrow alleys	
		The municipality of Amsterdam will reduce parking places and created car free areas	
Communicate with and involve local stakeholders	Involving local stake holders	Regular meetings with all stakeholders such as residents, entrepreneurs, hospitality sector, etc.	The municipality of Amsterdam, local residents and local stakeholders Amsterdam Marketing, private partners
		A 'tourism' taskforce was established in 2017. Its members are representatives from museums, hotels, tourist attractions and Amsterdam Marketing. The taskforce aims to provide solutions for managing the increasing growth of visitors	
Set monitoring and response measures	Monitoring of developments in tourism, crowdedness and livability	Data collection on topics such as the number of residents, visitors and jobs and the use of different kinds of accommodation and transport (quantitative)	The municipality of Amsterdam
		Qualitative data collection on opinions of residents and entrepreneurs, which provide insight into the experience of tourism, crowdedness and their impact on livability	

a) Amsterdam Marketing is the city marketing organization of the Amsterdam Metropolitan Area, active in the fields of promotion, information, research and services.

1.3   Conclusions

Visitors are an important part of the local economy and Amsterdam welcomes its guests. Yet, in times of rapid growth of tourism, an integral approach with adequate measures is needed to keep the city 'livable and lovable'. As the executive board of the city of Amsterdam recently stated: "Tourism is part of the international character of Amsterdam, but the negative consequences sometimes overshadow the positive sides of it. A new balance is therefore needed in which residents are the first priority and visitors remain welcome"[3]. A set of new measures to ensure an effective and sustainable management of the growth in the number of visitors to Amsterdam that benefits all is currently being prepared.

More information:

www.amsterdam.nl/stadinbalans (webpage available in Dutch only).

Thomas de Jager,
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Endnotes:

1   SEO Amsterdam (2017), *De impact van de bezoekerseconomie op Amsterdam,* Amsterdam.

2   Onderzoek, Informatie en Statistiek (n.d.), *City of Amsterdam* (online), available at: www.ois.amsterdam.nl/toerisme.

3   Gemeente Amsterdam (n.d.), *Een nieuwe lente een nieuw geluid* (online), 05-2018, available at: www.amsterdam.nl/bestuur-organisatie/volg-beleid/coalitieakkoord-2018/.
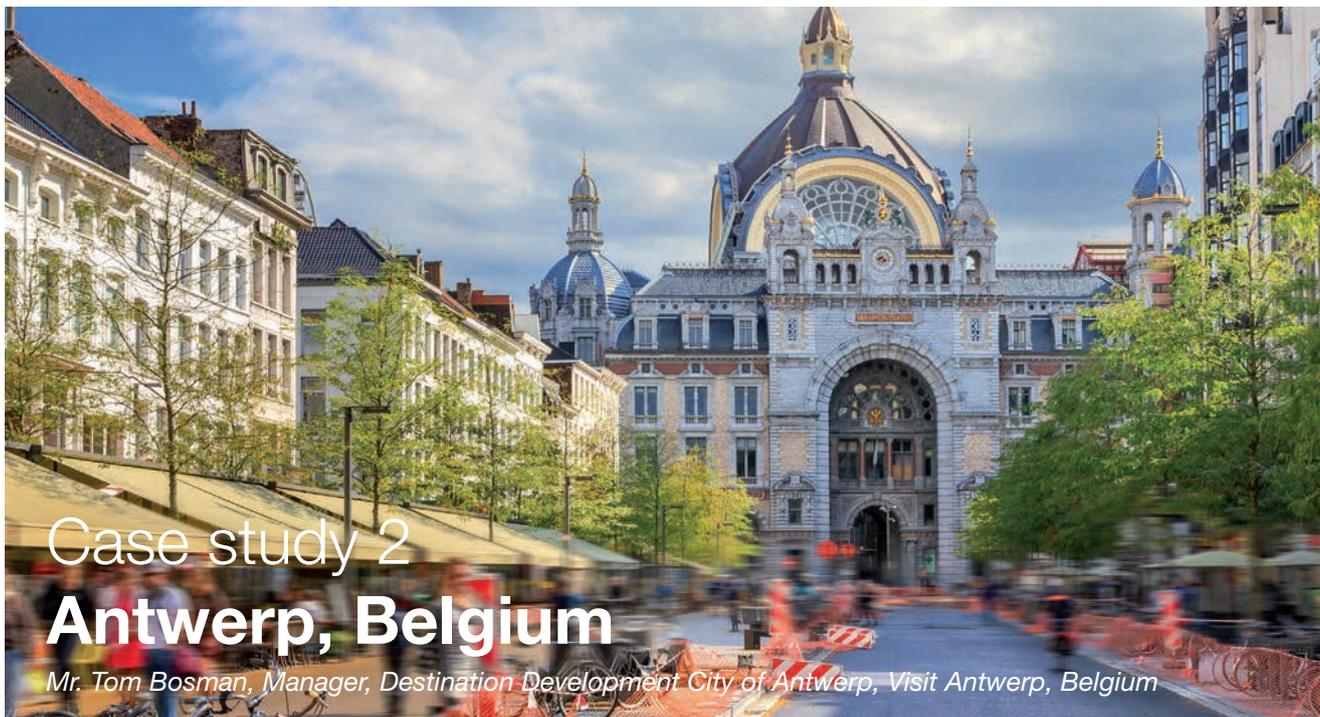
Case study 2
Antwerp, Belgium

Mr. Tom Bosman, Manager, Destination Development City of Antwerp, Visit Antwerp, Belgium

2.1   Background

In Antwerp, 'overtourism' is not an issue because the city and its locals are still positive about tourism and able to cope with the number of visitors received. In fact, according to a study conducted in 2017, 82% of the local population agrees that tourism should be actively promoted, whereas only 4% disagrees.[1] 89% of locals agree that Antwerp should remain a destination for tourists, and only 2% disagree. When asked what type of visitors residents want to welcome in their city, 99% stated that they want more, or the same amount of, individual tourists. The number drops slightly for cruise and group tourists, but in general it remains a very positive indicator.

Although tourism congestion and management challenges are not currently an issue in Antwerp, 'unbalanced tourism' has been perceived. During a research conducted by Egbert Van der Zee in 2018, where the reviews available on Tripadvisor for the city were analyzed, it was possible to observe that locals and visitors show a different spreading pattern while exploring the city. While locals tend to spread all over the city's many neighbourhoods with diverse spending devoted to gastronomy, culture, leisure, etc., visitors move around in a more limited perimeter;[2] yet visitors that do visit lesser known neighbourhoods are mostly very enthusiastic about the hidden gems they just discovered.

Figure 2.1   Survey of local population, 2017 (%)
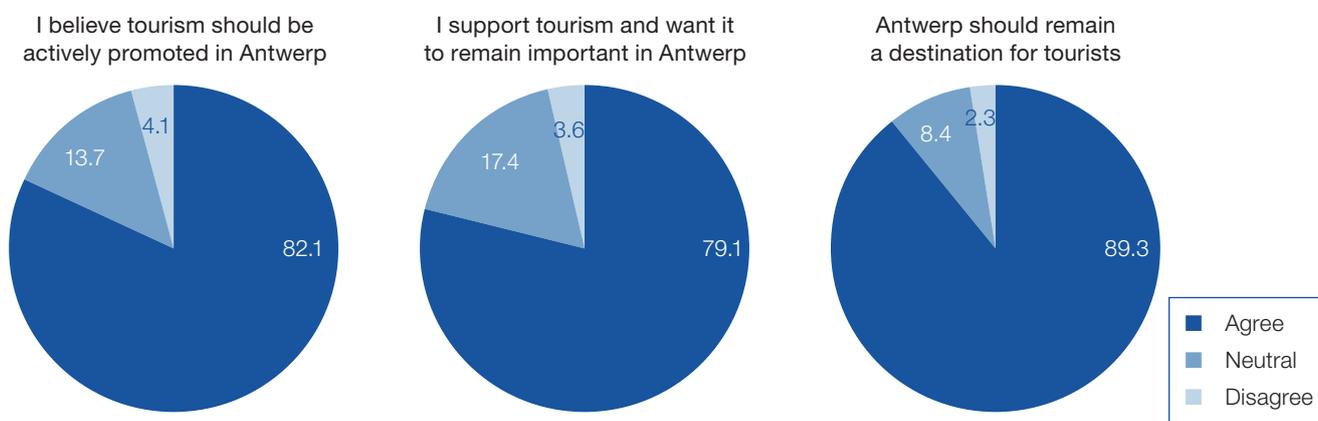
Source: Vincent Nijs (2017), *Bewonersonderzoek Toerisme,* Toerisme Vlaanderen i.s.m. stad Antwerpen, Gent, Leuven, Mechelen, Brugge.

Figure 2.2   Patterns in urban tourist behaviour: a social network analysis approach based on TripAdvisor

Network by non-European reviewers

Network by European reviewers

Network by Belgian reviewers

Network by local reviewers
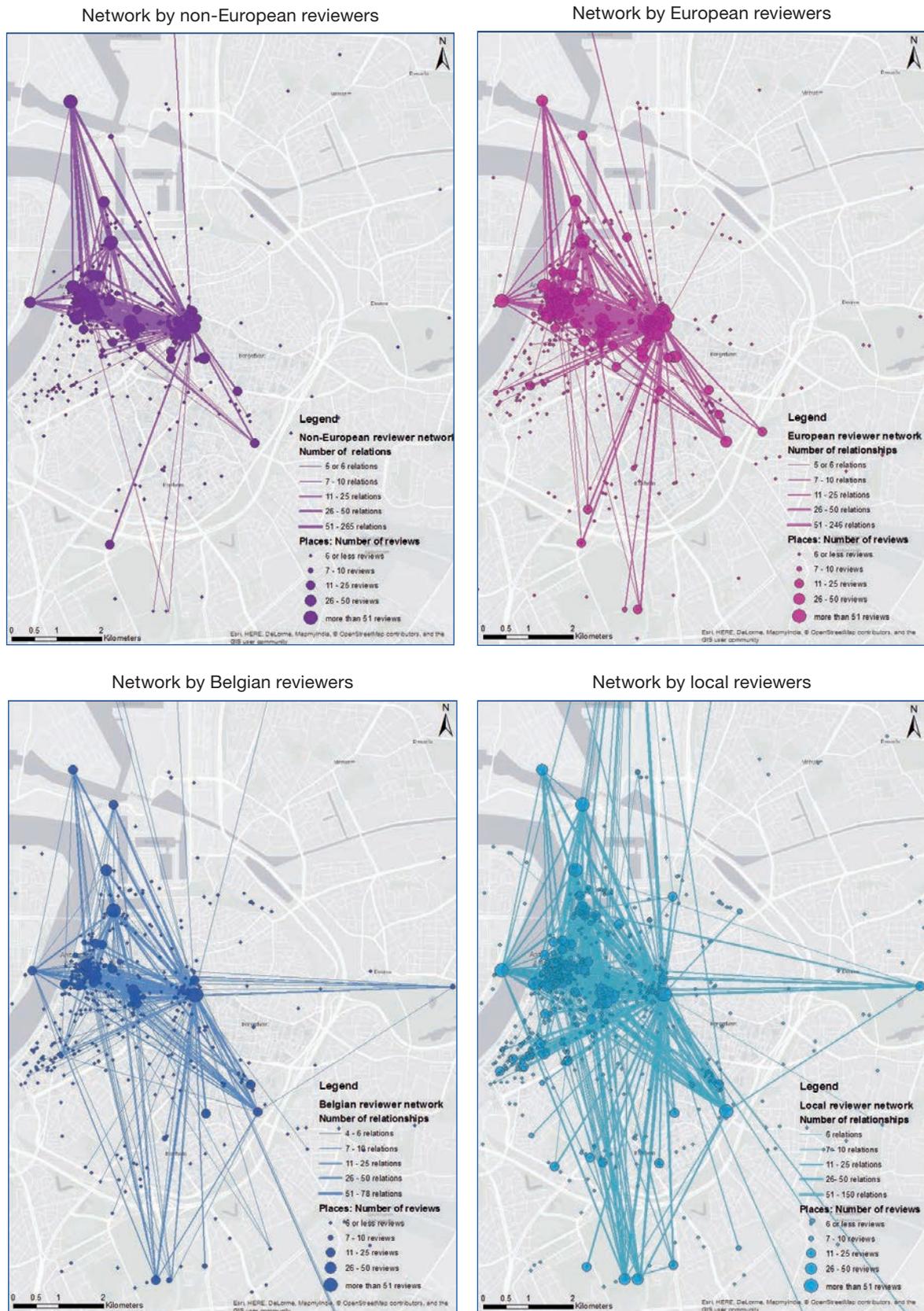
Source: van der Zee, E. and Bertocchi, D. (2018), 'Finding patterns in urban tourist behaviour: a social network analysis approach based on TripAdvisor reviews', *Information Technology & Tourism,* volume 20 (1–4), pp. 153–180.

In order to spread visitors more equally over the different neighbourhoods of the city or to have them stay longer in those areas, the city of Antwerp aimed at expanding the city visitation and include the lesser known districts in the promotion and the visitor experience. The objective was to create 'mini-destinations' within the city. The neighbourhoods initially included were those in the very centre of Antwerp – easily accessible, interconnected, and with a diverse offer for visitors in terms of food and drinks, shopping, culture and experiences. The goal was to have a visitor to spend at least half a day in one neighbourhood.

Taking into consideration an analysis per district with socio-demographics, policy plans, development plans, media analysis and input from neighbourhood leaders in retail and hospitality, it was possible to conclude that additional research was not required. The analysis provided significant relevant data, and it thus became a matter of grouping the data together. In compiling the profile of each neighbourhood, we were able to use the survey 'Antwerp Monitor'. 'Antwerp Monitor' consists of an ongoing survey conducted among residents regarding their opinion and the way they make use of the city's facilities. Finally, an analysis of media and data from the so-called *buurtregisseurs* (neighbourhood directors), bar and restaurant owners, etc. was also taken into account.

The analysis conducted by the City of Antwerp provided a clear picture and information for each neighbourhood. A description of each neighbourhood, both in terms of functional assets and DNA was developed, which was fundamental to highlight the diversity of the neighbourhoods in the communication strategy. Such a neighbourhood analysis can also be a tool to help match events with the DNA of a neighbourhood. This way, it is possible to control the distribution of events across the city.

In a second phase, the City reached out to the neighbourhoods and spoke extensively with various local stakeholders. Not only to verify the earlier findings from the neighbourhood analysis in the field, but also to obtain a bottom-up idea of the tourism potential in the different neighbourhoods. In carrying out this research, the City worked together with the Catholic University of Leuven and the Breda University of Applied Sciences.

A step-by-step approach was adopted. Visit Antwerp working together with other city departments, such as the department of retail and hospitality and culture, defined a number of key people in different neighbourhoods to be interviewed in depth. In total, approximately six to ten people per neighbourhood were interviewed. These interviews zoomed in on the perceived image of the neighbourhood, the importance of tourism to the neighbourhood, and which locals would be able to contribute furthermore. By bringing stakeholders of each neighbourhood together, it enabled the project to create networks of enthusiastic people, which is fundamental to make this approach sustainable. The aim is not only to bring people together a few times and perform an analysis of their perceptions but rather to build a new approach, in which local people are more involved in the tourism development of their own neighbourhood and the development of Antwerp as a destination.

2.2   Actions

Strategy	Objectives	Measures implemented	Main objectives	Stakeholders involved
Promote the dispersal of visitors within the city and beyond	Spreading visitors equally across the city Extending length of stay	Analysis of tourism vs residents consumption in TripAdvisor Development of new products/ experiences in less visited areas (identifying the DNA of each district) through district analysis of socio-demographic factors, policy plans, development plans, media analysis and input from neighbourhood leaders in retail and hospitality	Determining DNA of the district Creating sustainable networks Creating new tourism experiences/promoting less visited areas Creating a network of local ambassadors	Neighbourhood leaders in retail, hospitality, and culture; Visit Antwerp; City departments for retail, culture, events, etc.

2.3 Conclusions

In order to have locals acting as ambassadors of their neighbourhoods, it is necessary that they support the story you are telling. It was concluded that a bottom-up approach involving them in every step works best. The conclusions from the neighbourhood analysis and workshops yielded very good content, which allowed for the City of Antwerp to implement it immediately in their operations and their communication actions. In the meantime, the City is also creating a network of locals. By building a strong network, a destination management organization (DMO) can transition from executor to facilitator, as the ambassadors will amplify their own identity.

A cycle like this is a work in progress. From the interviews and workshops, the city authorities learned that to align expectations, it is essential to work on the needs of inhabitants, temporary inhabitants, short term visitors, local economy stakeholders, etc. In order to do so, the tourism department under the city is now in the process of exchanging visions on neighbourhood development, mobility, retail planning, community work with different city council departments, with stakeholder groups, etc. with the aim of improving quality of life, which in the end is the key to a long-term balanced tourism for the city of Antwerp.

More information:

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City of Antwerp, (Claire.mertens@antwerpen.be).

Endnotes:

1   Vincent Nijs (2017), *Bewonersonderzoek Toerisme. Toerisme Vlaanderen i.s.m. stad Antwerpen, Gent, Leuven, Mechelen, Brugge.*

2   van der Zee, E. and Bertocchi, D. (2018), 'Finding patterns in urban tourist behaviour: a social network analysis approach based on TripAdvisor reviews', *Information Technology & Tourism,* volume 20 (1–4), pp. 153–180.

Case study 3
Barcelona, Spain

Mr. Albert Arias-Sans, Strategic Plan for Tourism 2020, Barcelona City Council

Mr. Claudio Milano, Ostelea School of Tourism & Hospitality, University of Lleida

3.1   Background

Over the last years, Barcelona has become a tourist city. Since the Olympic Games in 1992, the steady increase in visitors has transformed the city's urban fabric, mobility and economic activities, as well as the daily life of many neighbourhoods. In 2017, after years of tourism promotion efforts to attract visitors and to improve infrastructural capacity and accommodation supply, Barcelona hosted 18 million tourists, more than 50 million overnight and close to 5 million day-visitors.[1] This volume of visitors, which represents a daily average of 10% of the resident population, has not been neglected by the public arena. The evidence of the negative effects of what has been called 'overtourism' has given room to an intense and controversial public debate amplified by the media. Initially, in the later 2000s, the discussion was very focused on conviviality problems and the behaviour of visitors including bad-clothing, disrupting attitudes or harmful activities for the image of the city. However, since mid-2010s, 'overtourism' has been associated with urban issues such as the increase of housing and real estate market prices, the specialisation of some areas on the visitor economy, the residents' loss of purchasing power, the precarious nature of employment in the tourism sector due to outsourcing, the overcrowding of streets, the privatisation of open spaces, among others.[2] Accordingly, tourism needs to be tackled as a multi-sectoral economic activity. Indeed, since tourism has become a permanent and inherent activity of Barcelona, it has turned into an urban issue.

To address current and future challenges, the Barcelona City Council is proposing a paradigm shift in city tourism management: from promotion to the integration of tourism into the urban agenda. The Strategic Plan for Tourism 2016–2020 has set a programme for tourism policies aimed at balancing the economic wealth generated by tourism with its side-effects and promoting the social return of tourism activities to the territory. What is at stake in the Plan is the environmental and social sustainability of the destination, along with the responsibility of tourism-related activities for the wellbeing of the city. The Plan broadens the scope of action, incorporating fundamental urban challenges and considering the side effects of tourism activities. While seeking to promote the social return of tourism activities, it also reinforces the levering effect of tourism to strengthen both global strategic economic sectors and the local economic fabric. In the Plan, sustainability is not considered just as a brand attribute of the destination but rather as a desired effect for the whole value chain of tourism in the city.[3]

In this scenario, the problems associated with 'overtourism' have been pointed as one of the key challenges. However, instead of grasping it as a discrete and well-defined issue, it has been tackled as a complex issue to be resolved with the integration of tourism in a much broader urban agenda. Taking into consideration that tourism is not ubiquitous and that the pressure of tourism activities is not the same throughout the territory of the city, a concurrency of strategies has been designed regarding different tourism topics such as the regulation

of accommodation, the integration of the tourist mobility for sustainable purposes, the promotion of rooted and place-based economic development and the adequacy of marketing strategies to pursue destination sustainability. Many of these strategies converge in the so-called *overcrowded s*paces management, a very precise and downscale range of measures to prevent flow nuisances and to promote the wellbeing of the place.

3.2 Actions

An integrated urban agenda to tackle overcrowded spaces

In Barcelona, the tourism activity is very uneven throughout the municipal territory with a high level of congestion in certain areas around the main attractions such as the surroundings of Sagrada Familia, Park Güell or much of Ciutat Vella (Old City). Many areas suffer from a daily pressure, due to their attractiveness and intense use related to more than just touristic activities, that affects the daily life of residents.

The specificities of each area require a comprehensive and crosscutting approach of tourism policies that are fully integrated with the urban agenda, and align the different strategies coherently with the destination challenges. The following summarizes the framework for the management of overcrowded spaces in Barcelona, pointing to the instruments and the issues at stake, but also the limits of the action frame. Yet, first, it is fundamental to understand and highlight some preliminary issues which apply to the specific context of Barcelona:

1. Solutions may not be tackled for specific areas – the overcrowded spaces are the effect of wider issues such as the steady arrival of visitors or the close relationship between tourism specialisation and gentrification processes;

2. Carrying capacity solutions might not be able to be implemented in open public spaces – although these solutions have been used in museums, natural parks and heritage sites, they might not be possible in streets, squares and beaches which should remain open for free circulation;

3. Every context requires different management tools – overcrowded spaces are heterogeneous and their diversity depends upon the centrality, property regime, embeddedness with the urban fabric and seasonality, among others; and

4. Tourism-related issues and non-tourism ones are inseparable – the wide-ranging of decisions and policymaking may affect visitors as well as residents' everyday activities.

One of the key questions to ensure the coordination of such complex and interrelated approach is the need for a proper **governance** framework. Governance has turned into a key issue for the Strategic Plan for Tourism 2020 in order to align external relationships, community engagement and internal coordination among different areas within the City Council.[4] The management of overcrowded areas is one of the flagships of this innovative approach. Therefore, there are two levels of governance spaces:

1. On the one hand, most overcrowded spaces have different governance instruments strongly linked with the management instrument set up. The City Council has established taskforces to create spaces of participation with other public and private stakeholders and facilitate community engagement to account for the actions taken in every space; and

2. On the other hand, the Tourism Department, jointly with the Urban Strategy Department and Mobility Department, have set a working group for the main seven overcrowded spaces, composed by political and technician project managers. The aim of the working group is to promote knowledge dissemination and exchange practices related to management tools to coordinate and ensure the coherence and efficiency of the actions between districts, areas and external agents.

Furthermore, the City Council has promoted a city-wide common framework of legal instruments and planning tools to guarantee the appropriate management of overcrowded spaces and be responsive to new tourism challenges regarding mobile flows of intensive and exceptional city users. In this regard, a new urban agenda for such specific challenges has been endorsed, setting up basic tools on common features. More details on each are listed below:

Strategy	Objectives	Measures implemented	Stakeholders involved	Results
Set monitoring and response measures	Visitor flow management to reduce the pressure on the overcrowded streets, especially the areas affected by large groups	Signalling paths and improving accessibility Managing lines Data crossing monitoring	Barcelona City Council, EURECAT, Mobile World Capital, Sagrada Familia Foundation, residents and grassroots associations	Minimization of friction on overcrowded streets in the way to the tourism icons
Improve city infrastructure and facilities	Urban Design with tactical approaches to free spaces to pedestrians	Modification of urban furniture Moving down terraces to free the sidewalks Road marking to recover pavement to pedestrians Many of these measures are also very much related with security matters	Barcelona City Council	To free pedestrian space to minimize the friction of overcrowd
Review and adapt regulation	Urban zoning plans to balance economic activity	To limit the opening of new activities related with tourism and visitor economy such as souvenir shops, bars and restaurants, take away shops, lockers, specific terrace ordinances, etc.	Barcelona City Council	Balance the tourist areas in favor of everyday activities
Create city experiences that benefit both residents and visitors **Improve city infrastructure and facilities** **Communicate with and engage local stakeholders**	Community empowerment: to trigger local initiatives to strength resident communities in the overcrowded areas	Stimulating and financing local-scale open initiatives, such as programming cultural events to diversify public offerings or arranging playgrounds for children, etc.	Barcelona City Council, cultural associations, residents and grassroots associations	To balance the intensity of use of space

3.3 Conclusions

The Barcelona Strategic Plan for Tourism 2020 aims to manage tourism activities within an urban integrated approach. The Plan strives to manage tourism by conceiving a proper balance enabling a city for visitors and residents; promoting certain practices and restricting others. In the contemporary Barcelona, tourism mobility, activities and practices need to be part of a wider urban governance approach rather than quick fixes and isolated technical policies that do little to tackle and address underlying urban and system issues.

Therefore, the most innovative approach of the Barcelona City Council has been the integral and interrelated approach to face the problems often associated with 'overtourism' as an inherent issue of Barcelona as a city and destination. Tourism overcrowding is conceived as the effect of a wide network of interactions and complex and heterogeneous relationships beyond tourism. The special treatment of the overcrowded spaces is one of the possible responses, coordinated with other tourism policies such as marketing or accommodation, and fully integrated within the urban management agenda.

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References and bibliography:

Barcelona City Council (2017a), *Barcelona Strategic Tourism Plan for 2020,* Tourism Department, Barcelona.

Endnotes:

1   Barcelona City Council (2017b), *Tourist Mobility Strategy in Barcelona,* Tourism Department, Barcelona.

2   Arias-Sans, A. (2018), 'Turismo y Gentrificación. Apuntes desde Barcelona', *Papers: Regió Metropolitana de Barcelona: Territori, estratègies, planejament,* volume 60, Barcelona, pp. 130–139.

    Milano, C. (2018), 'Overtourism, malestar social y turismofobia. Un debate controvertido', *PASOS Revista de Turismo y Patrimonio Cultural,* volumen 16 (3), pp. 551–564.

3   Barcelona City Council (2018), *Territorial Strategy for Tourism Management,* Tourism Department, Barcelona.

4   Barcelona City Council (2017b).

Case study 4
Berlin, Germany
visitBerlin
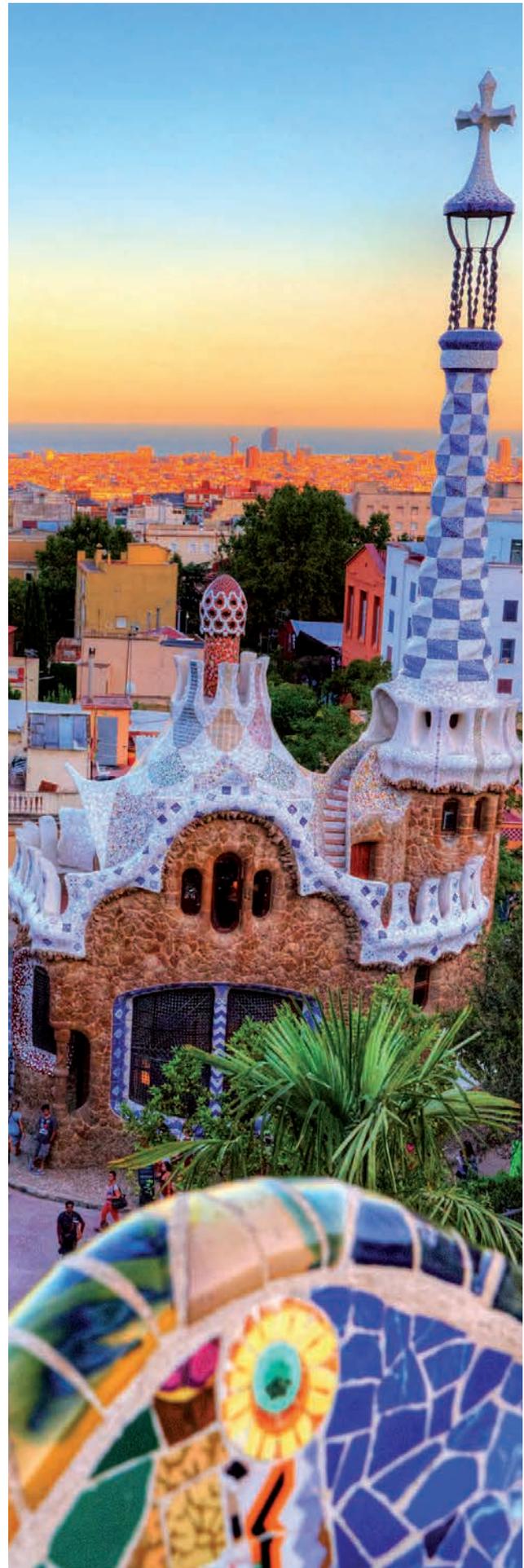
4.1   Background

In 2018 the Berlin Senate passed the new Tourism Plan 2018+, which sets the framework for a sustainable, city-compatible and socially fair tourism in Berlin. One strategic guideline that was defined within this Plan is "managing tourism at the neighbourhood level"[1]. This guideline was developed based on the notion that tourism in Berlin is strongly concentrated in the inner city areas, yet all 12 districts have potential to attract tourists. By managing and developing tourism on a local level the goal is to spread tourism flows throughout all districts (instrument for spatial differentiation). The task to "actively channel the flow of tourists to improve distribution and to unlock new potential was defined within this framework. In 2018,

visitBerlin was commissioned by the Senate Department for Economics, Energy and Public Enterprises to focus on tourism in the 12 districts[2] by identifying their potentials and challenges and by helping them with their tourism marketing and management. In October 2018, a cooperation agreement was signed between the Senate Department for Economics, Energy and Public Enterprises, *visitBerlin* and each one of Berlin's districts. Additionally, *visitBerlin* was asked to track the flows of visitors within the city and analyse patterns of use of the tourism infrastructure. This project is currently being developed and is expected to deliver the first results from the analysis of mobile network data in a pilot phase by the third quarter of 2019.

4.2 Actions

Strategy	Objectives	Measures implemented	Main objectives	Stakeholders involved	Results
Dispersal of visitors within the city and beyond **Stimulate new visitor itineraries and attractions**	Managing tourism at the neighbourhood level	Identifying and developing new theme routes Following-up on the 'Going local' Campaign, in which all 12 districts of Berlin are being promoted	Promoting the diversity of Berlin's districts; especially for repeating visitors	*visitBerlin;* Berlin's 12 districts, Senate Department for Economics, Energy and Public Enterprises; local tourism stakeholders	First theme route 'Berlin Modernism' launched at the beginning of 2019
Set monitoring and response measures	Enhancing the understanding of tourism flows in Berlin	Identifying the visitor flows via mobile network data	Tracking visitor flows and determining adequate measures	*visitBerlin;* Senate Department of Economy, Energy and Public Enterprises; Senate Department of Urban Planning and Housing; Senate Department for the Environment, Transport and Climate Protection	Pilot phase until mid-2019; first results in the third quarter of 2019

4.3 Conclusions

In Berlin, *visitBerlin* has recruited staff that is specifically responsible for the marketing and management of tourism at the district level. The first theme route 'Berlin Modernism' and the campaign 'Going local Berlin' are both currently being developed.

A project to identify visitor flows through mobile network data has also been developed. A bidding process for obtaining the data is currently being set up. The first results of the pilot are scheduled for the third quarter of 2019. At the current early state, the measures implemented cannot yet be evaluated as both are still running.

More information:

Berlin Tourism Plan 2018+
https://about.visitberlin.de/en/berlin-tourism-plan-2018
(including contact details).

Berlin Modernism,
www.visitberlin.de/,en/the-berlin-modernism.

Going Local Berlin,
www.visitberlin.de/en/going-local-berlin.

Endnotes:

1   VisitBerlin (n.d.), *Berlin Tourism Plan 2018+* (online), available at: https://about.visitberlin.de/en/berlin-tourism-plan-2018.

2   Berlin is composed by 12 districts: Charlottenburg-Wilmersdorf, Friedrichshain-Kreuzberg, Lichtenberg, Marzahn-Hellersdorf, Mitte, Neukölln, Pankow, Reinickendorf, Spandau, Steglitz-Zehlendorf, Tempelhof-Schöneberg and Treptow-Köpenick.

Case study 5
Besalú, Spain

Ms. Vanessa Muler, Tourism Doctoral Student University of Girona

Ms. Mari Fauró, Technical Advisor Neighbourhoods Plan, Besalú, Spain

5.1 Background

Besalú is a small heritage town in Catalonia, Spain. As many medieval European heritage cities, Besalú has a unique layout with several historic buildings and edifications concentrated in a relatively small space (2 km approximately), traversed by river Fluvià and partly enclosed by a wall. The historic buildings in Besalú are outstanding in number and importance and the town has been listed as an ensemble in the national list of Spanish heritage since 1966.

Besalú is located approximately 40 km away from the closest coast town in the area of 'Costa Brava', a well-known sun and beach destination in Europe. It is also nearby Girona, a heritage city that is an important tourism node in the territory. In 2017, Besalú registered a tourism intensity level (ratio of inhabitants to tourists) of 164 tourists per local inhabitant and a tourist function index (tourism beds per inhabitant) of 0.001.[1] This confirms that Besalú is mostly a day-visitors destination because it has a high number of visitors and a low tourism offer.

The historic centre of Besalú is attractive because of its level of conservation and authenticity. Its layout, however, is challenging for tourism as it is composed of narrow streets on a hill and limited by historic walls and the Fluvià River. This makes the use of public space in the city centre a critical issue. In 2011, the municipal government started a participatory process to identify issue for financing by the municipal government. The main problems identified were:

1. The economic promotion and the development of local tourism, commerce and heritage;

2. Parking in the historic centre; and

3. Mobility and accessibility in the historic nucleus.

The process involved a public debate and a survey to residents. As a result of this process the following actions were taken:

5.2 Actions

Strategy	Objectives	Measures implemented	Stakeholders involved	Results
Promote the dispersal of visitors within the city and beyond	Managing the deficit and needs for parking in the historic centre Improve the quality of life of the inhabitants of Besalú	Refurbishing and expanding parking spaces in strategic areas	Private companies offering tours, municipal government and residents	The parking lots have functioned adequately helping to reduce car congestion in the city centre
	Improve the image and sustainability of the city centre	Develop urban structures (benches, flower pots, etc.) to avoid incorrect parking Establishing parking areas for bicycles		
	Avoid the overuse of the city centre	Improve the signage of heritage sites with clear and informative indications of location		
	Improve mobility	Offer itineraries around the town		
Promote time-based dispersal of visitors	Improve mobility and accessibility in the historic centre Give a diversity of options to the inhabitants of Besalú and neighbour towns to facilitate their shopping in the city centre	Agreeing on a limited time period for loading and unloading freight trucks	Business owners, municipal government	There still is a need for more awareness of residents themselves and some tourists The regulation has not been sufficient
	Assure the application of regulations and bring order to the city centre	Restricting passage of vehicles to the historic centre of the town through the use of automatic pylons	Residents, business owners and municipal government	There have been difficulties with the automatic pylons. There have been incidents due to lack of attention to the signs. The pylons system is complex and not very functional
Stimulate new itineraries and attractions	Bring dynamism to the heritage of the city by providing a diverse range of options for tourists	Improve guided tours: extend schedules, energize them differently, offer self-guide tours etc. Extend opening hours of more monuments Organize fun, festive, cultural, itineraries, such as guided tours related to heritage or the green ring of Besalú – a route around the town to discover nature	Private companies offering tours, municipal government, residents, volunteers	Besalú now ranks very high as an inland tourism destination Decrease in the seasonality of tourist arrivals

Strategy	Objectives	Measures implemented	Stakeholders involved	Results
Review and adapt regulation	Assure the well-being of the inhabitants in the city centre Find local solutions for the residents of the historic centre and for the people who work in Besalú	Parking municipal regulations Transit municipal regulations	Municipal government, residents and local business owners	The areas devoted to loading and unloading and shopping are working well The night parking lots are working well. However, sometimes they are relocated due to events and inhabitants are annoyed. Solutions must be found
Enhance visitors' segmentation	To segment demand and adapt offers to specific segments	Segmentation by origin markets		It has worked very well and new markets have emerged besides the traditional ones
Ensure local communities benefit from tourism	Improve local economy Promote local shops and products of small shops Make campaigns to bring dynamism to the city centre	Boost and improve the signs of shops in/out of the centre Promote local products of added value Organize events linked to the local culture	Municipal governments and local business owners	Local shopping campaigns such as 'Shopping in Besalú earns you prizes' to incentivize neighbour towns to shop in the life-long small shops of the town

5.3 Conclusions

Tourism policies are not the only ones impacting tourism in Besalú, other cross-wide programmes such as the Plan of Neighbourhoods of the Generalitat de Catalonia (the Catalan Government) also play a very important role in managing tourism in Besalú.[2] Thirty-two cross-wide actions have been jointly developed by the government of the autonomous community of Catalonia (Generalitat de Cataluña) and the municipal government of Besalú in the areas of architecture and urban development, social and environmental actions. These actions have had a clear impact on tourism since the town has a more pleasing aesthetics now and the infrastructures to move around are better.

Mobility continues to be an issue. Residents still need to get used to certain restrictions and understand the need for them. Given its tourism attractiveness and relatively small size, ways must be found for residents and tourists to move smoothly throughout the town and alleviate the environmental impacts of that mobility. One challenge in this sense is the aging population. Elderly residents tend to need private cars for their needs. In this sense, many exceptions have been made to accommodate their needs. Besalú has found ways to de-seasonalize tourism.

Nowadays, there is a more or less constant flux of tourist during the year even though the peaks of the regular high season continue to happen (June to September). Thanks to segmentation it has developed a differentiated offer, for example, for Jewish tourists who want to learn and celebrate their heritage in Catalonia. Additionally, the city has been able to build a more diverse offer. Visitors can not only enjoy the heritage of the town but also the natural heritage in the surroundings which now includes bicycle trails and access to the river.

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www.besalu.cat.

Endnotes:

1   Muler Gonzalez, V.; Coromina, L. and Galí, N. (2018), 'Overtourism: residents' perceptions of tourism impact as an indicator of resident social carrying capacity – case study of a Spanish heritage town', *Tourism Review,* volume 73, issue 3, pp. 277–296 (online), available at: https://doi.org/10.1108/TR-08-2017-0138 (21-02-2019).

2   Municipal Government of Besalú (2009), 'Projecte d'intervenció integral al centre històric de Besalú: "Conviure amb la història"' (unpublished).

Case study 6
Bukchon Hanok Village, Seoul, Republic of Korea

Seoul Metropolitan Government

6.1 Background

Bukchon Hanok Village, located in the heart of Seoul, is widely known for well-preserved traditional hanok houses for primarily high-ranking bureaucrats and nobles during the Joseon period (1392–1897). The village attracts around 7,400 visitors a day, according to 2017 figures, and is a popular tourist attraction in Seoul.[1] With tourists overcrowding Bukchon, a residential neighbourhood, its residents are impacted in their daily lives by noise, littering, tour buses' reckless parking, violation of privacy with unlawful photographing around *hanok* homes and even trespassing.

Table 6.1   Number of tourists visiting Bukchon Hanok Village, 2015–2017 (million)

	2015	2016	2017[a]
International and domestic tourists	1.8	2.7	1.8

a)   In 2017, the Terminal High Altitude Area Defense (THAADD) crisis drastically decreased the number of international arrivals.

Source: Ministry of Culture, Sports and Tourism, *2017 International Visitor Survey.*

Table 6.2   Distribution of tourists in Bukchon Hanok Village by hour

Visiting hours	Share of tourists (%)
Before 6 a.m.	11
11 a.m. – 6 p.m.	60
After 9 p.m.	5

Source: 2017 Internal Data: Statistical Analysis of Jongno-gu Tourism Using Big Data.

6.2 Actions

With this context in mind, the Seoul Metropolitan Government (SMG), along with the Jongno-gu Office as the responsible local authority, has prepared measures to protect local residents' rights and announced the 'Plan to Minimize Damage to Bukchon Residents'[2]. The Plan went into effect in July 2018. The main steps include:

1. Enforcement of visiting hours;

2. Guide accompaniment of all group tours;

3. Control of tour buses recklessly stopping or parking at off-designated zones;

4. Designation of Bukchon as a 'special cleaning area', which includes expansion of waste collection and employment of a cleaning workforce;

5. Securing more restroom facilities for visitors;

6. Installation of signs indicating prohibited acts;

7. Training tour guides on 'tourism etiquette'; and

8. Organizing a resident-led management team.

Among the steps listed above, Bukchon Hanok Village's visiting hours – Monday to Saturday 10 a.m. to 5 p.m.;

Sunday off-limits to travellers – are not legally binding, and cannot be forcibly implemented. Nonetheless, the SMG has strengthened its efforts to successfully execute its plan: the city government has asked for the cooperation and collaboration of travel agencies and other related organizations to observe the village's visiting hours and tourism etiquette and organized resident-led teams for onsite guidance. A more detailed overview of the measures is included below.

Strategy	Objectives	Measures implemented	Main objectives	Stakeholders involved
Promote the dispersal of visitors within the city and beyond	Spatial dispersal of tourists	Developing alternative tour sites near Bukchon	Inducing visitors' spatial dispersal	Tourists, DMOs, shop owners, SMG, Jongno-gu Office
Promote time-based dispersal of visitors	Setting tour hours apart from locals' living hours	Introduction of visiting hours	Protecting residents' rights especially during the early hours and at late night	Tourists, Residents, Shop owners, SMG, Jongno-gu Office
Improve city infrastructure and facilities	Enhancing residential environments	Designating and managing the village as a 'Special Cleaning Area' (posting two full-time cleaning workers and increasing garbage collections)	Creating a clean and pleasant living environment	Residents, SMG, Jongno-gu Office
		Designating the village as a 'Special Disinfection Area' (disinfecting the village twice a month)	Creating a clean and pleasant living environment	
		Controlling tour buses unlawfully stopping or parking (police patrol service increased from two to four rounds)	Creating a safe road environment and manage traffic congestion	
Communicate with and engage local stakeholders	Promoting community participation	Developing residents-led management teams	Encouraging locals' participation in carrying out tourism measures	Residents
		Securing more public bathrooms (expansion of supplies support and offering promotions for participating businesses)	Increasing the number of public restrooms to address the lack of such facilities	Shop owners, residents, SMG, Jongno-gu Office
Review and adapt regulation	Restrictions on Group Tours	Group Tours to be accompanied by tour guides	Urging tourists to observe tour manners	DMOs, residents, SMG Jongno-gu Office
Communicate with and engage visitors	Promotion and education on 'tourism etiquette'	Offering guide with pre-training	Urging tourists to observe tour manners	Tourists, DMO, SMG, Jongno-gu Office
		Production of tourism etiquette manuals	Urging tourists to observe tour manners	
		Installing signs on prohibited acts	Urging tourists to observe 'tourism etiquette'	

Notes: DMO = destination management organization; SMG = Seoul Metropolitan Government.

6.3 Conclusions

The Bukchon Hanok Village is a residential area and unintended tourist attraction. With its significance as an embodiment of Seoul's past and present, the village is now extremely popular among visitors. In a bid to address overcrowding problems and ensure the protection of residents' rights, the SMG and Jongno-gu Office prepared measures that went into effect in July 2018.

The plan, however, is only in its infancy, and a range of stakeholders such as residents and shop owners are involved. It is expected to take time for the visiting hours, tour guide accompaniment of group tours, and other measures to take root. The SMG and Jongno-gu Office will continue to develop more efficient and effective ways to realize sustainable and fair tourism and promote coexistence between Bukchon locals and tourists.

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Endnotes:

1 Survey Report on Damage to Residents in Residential Areas in 2017.

2 Seoul Metropolitan Government (2018), *Plan to Minimize Damage to Residents of Bukchon Hanok Village.*

Annex:

Plan to Minimize Damage to Residents of Bukchon Hanok Village

Basic facts of Bukchon Hanok Village:

– Number of visitors: approx. 10,000 per day (international arrivals taking up 70%); and

– Disturbances facing residents of the Village doubling as a tourist attraction: excessive noise, littering, tour buses' unlawful parking, lack of public bathrooms, unlawful photographing or property entry.

Plan to Minimize Damage of Bukchon Hanok Village Locals

1. **Introduction of the visiting hours:**

    – Target area: 100 m long section along the Bukchon-ro 11-gil, the 'hot' alleyway lined with hanok houses, attracting quite a large number of visitors;

    – Visiting hours: Monday to Saturday 10 a.m. to 5 p.m.; Sunday off-limits to travellers; and

    – Enforcement steps:
        – Step I: Residents-based management teams are to be posted to promote the hours system to visitors and ask for their cooperation; and
        – Step II: The outcome of Step I will be reviewed, and if needed, adjust the hours and prepare for the enactment.

2. **Guides accompanying all group tours with on-site guidance programme:**

    – Target area: Bukchon-ro 11-gil and surrounding area; and

    – Enforcement steps:
        – Residents-based operation teams are to be posted at three key entries to the Bukchon-ro 11-gil counting the visitors and stopping the inflow when the numbers exceed the visiting capacity; and
        – On-site help will be assigned to group tours, assisting them to keep tourists etiquettes.

3. **Cracking down on tour buses that drop off or park at off-designated spots:**

   – Target area: Bukchon Hanok Village and surroundings; and

   – Enforcement step: police patrol services to be increased from the current two to four rounds.

4. **Designating as the 'Special Cleaning Area':**

   – Target area: Bukchon Hanok Village;

   – Details: increased garbage collection in response to visitors' reckless littering; and

   – Enforcement step: increasing daily collection service from two to three rounds putting in two full-time workers to clean alleyways.

5. **Securing more restroom facilities available to visitors:**

   – Target area: Bukchon Hanok Village;

   – Details: increase the number of public or shared bathrooms in and adjacent to Bukchon to curb travellers' urinating on the street; and

   – Enforcement steps:
     – Expanding the supplies support to twelve public bathrooms around the Village and encouraging more private entities to open their bathrooms to tourists;
     – Sharing their restrooms with travellers is on the increase starting from workshops, galleries, museums, etc. As of now, there are 58 'sharing bathrooms' and they are indicated on the Bukchon guide map; and
     – Shared bathroom: the businesses participating to tackle the lack of bathrooms have their names printed on the Bukchon guide map. They are also allowed to provide business promotional materials at the Bukchon Information Office.

6. **Running awareness campaigns against banned behaviours or activities of travellers:**

   – Target area: Bukchon Hanok Village;

   – Details: notice boards are set up describing banned activities ranging from excessive noise, littering, unlawful filming, unlawful property entry, street urination, etc.; and

   – Enforcement steps:
     – Erecting signs at key entries with legible descriptions on banned activities; and
     – Residents-led teams to be posted on site, offering visitors information to - avoid mistakes.

7. **Training tour guides on tourism etiquette rules:**

   – Target: inbound tour guides and others;

   – Details: fair tourisms, visiting hours at the Bukchon Hanok Village, travellers banned activities and punishment regulations, tour etiquettes, etc.; and

   – Enforcement steps:
     – Education sessions to be offered to 1,000 or more tour guides; and
     – Tour etiquettes and others will be posted on social media including Visiting Seoul websites.

8. **Organizing the residents-led management team:**

   – Details: the Bukchon Village Keepers of locals are organized with training sessions before being positioned at three main entries to the Bukchon-ro 11-gil; and

   – Steps in detail:
     – Informing the 'visiting hours' to visitors and restricting access of non-residents outside of the hours;
     – Monitoring the visitors in and out to maintain an optimal number of visitors, holding or restricting the foot traffic when needed; and
     – Guiding or promoting tour etiquettes and banned activities.

9. **Designating Bukchon as 'Special Disinfection Area':**

   – Target area: Bukchon-ro 11-gil and surroundings; and

   – Enforcement step: intensive disinfections to be implemented twice a month.

Case study 7
Cambridge, United Kingdom
Dr. Michael B. Duignan, Senior Lecturer, Coventry University, United Kingdom

This case focuses on the real and perceived challenges associated with the growth of visitors in the touristic historic city of Cambridge and is informed by knowledge and research by the author and the perspectives provided by the contributors.[1]

A clear concern emerging in Cambridge is "How do you know when you reached an objective tipping point, what is your benchmark? How to quantify how many visitors a destination can accommodate at a particular time considering the city is an amorphous, permeable geographical construct with a fluid boundary structure, unlike a fixed, bounded organizational structure of a hotel with a set number of bedrooms. Unless you are in a walled city you cannot (easily) close the doors to visitors."

7.1   Background

On February 2016, VisitCambridge and Beyond Ltd. (VCB) was launched, an entity evolving out of the Cambridge City Council tourism service.[2] VCB is the official, overarching destination management organization (DMO) for Cambridge and surrounding areas. They have a series of core values and objectives:

1. To develop more value from the visitor economy;

2. To provide a great visitor experience; and

3. To establish and subsequently develop a long-term sustainable model for tourism management for Cambridge and the surrounding area.

Operationally, VCB manages visitors – and their experiences – through enhancing visitor i) welcome; ii) information, and iii) professional tours. Strategically, VCB serve to market and promote Cambridge and the surrounding area, advocate for certain policies that help achieve aforementioned operational and strategic objectives, and engage in research, intelligence and business support.

7.2   Actions

Strategy	Main objectives	Measures implemented	Stakeholders involved	Results
Communicate with and engage local stakeholders	Unite stakeholder vision towards sustainable tourism management and development Bring together a disparate set of stakeholders and interests, led by VCB, focused on sustainable management and development of tourism and help create a more united vision of these issues	Launch of VCB in February 2016 Development of the Board of Directors and the Advisory Board of local stakeholders Development of a series of sustainable tourism management and development policies to guide VCB towards 2020 Operate a business led partnership as they are 97% self-funded, so local business members help to shape tourism marketing and management practices – many of whom are situated beyond the city centre – helping to shift visitors out of the centre	Cambridge City Council, VCB, BID, local businesses	Greater presence of tourists in places, spaces and attractions beyond the centre Strategic plan to 2020 currently being implemented Holistic strategy designed to promote, and continue to develop 'off the beaten track' forms of visitor engagement and consumption
Promote the dispersal of visitors within the city and beyond **Stimulate new visitor itineraries and attractions** **Ensure local communities benefit from tourism** **Create city experiences that benefit both residents and visitors**	New narratives: 'Cambridge and Beyond' initiative to encourage visitation out of the city centre Enhance the visitor welcoming and ease of access to information about broader areas Connect the urban centre and rural periphery and broader out of city/regional image and offer Spread the load, flow, circulation of visitors beyond the centre to distribute the benefits of the visitor economy to less visible communities Drive longer, deeper and more valuable cultural stays in and around Cambridge – ideally overnight, a weekend stay or longer	Create and develop the brand 'Take your time' Launch an annual publication outlining all things to do in Cambridge Set up of the VCB ambassador scheme: helpers around the city providing assistance to tourists and advice on activities beyond the centre Work with the new 'Combined Authority' to develop a wider regional strategy for tourism for the region regarding the 'Tourism Sector Deal' which is part of United Kingdom's Government new 'Industry Strategy'	VCB, local attractions, BID, local businesses, festival directors, Cambridge City Council, local VCB ambassadors, national tourism board (VisitEngland and VisitBritain)	Marketing of broader narrative currently underway – online and in print publications by VCB VCB now has around ten city ambassadors dedicated to providing detailed knowledge to tourists about central and peripherally located places, spaces and attractions
Set monitoring and response measures	Research and intelligence understanding visitor demand and behaviour: understand in more depth visitor behaviour, by working with local stakeholders such as universities and students Work with other similar touristic-historic cities, like Bath, Oxford etc. to share good practices (i.e. Heritage Cities group)	Work with Anglia Ruskin University and University of Cambridge on student-led consultancy exercises Ongoing collaboration with other historic cities, regular committee meetings	Universities such as Anglia Ruskin University and University of Cambridge business schools and students from tourism programmes, VCB, Heritage Cities group	University reports outlining details about visitor demographics and behaviour

Strategy	Main objectives	Measures implemented	Stakeholders involved	Results
Promote the dispersal of visitors within the city and beyond **Stimulate new visitor itineraries and attractions**	Leverage pricing and promotional techniques to encourage visitation off the beaten track Use traditional and innovative pricing and promotional techniques to drive tourists off the beaten track and to use less visible producers	Work with tour operators to develop gift card scheme, including the new 'Cambridge Card' to be introduced in 2018–2019 The card serves to promote specific organisations both on and off the beaten track to promote a mix of central and beyond the centre visits Work with local businesses specifically to offer discounts to encourage individuals to go off the beaten track	VCB, local businesses, corporate businesses, Cambridge City Council	Implemented a new 'Cambridge Card' for 2018-2019, with both global and locally focused businesses
Enhance visitors' segmentation	Market segmentation and new visitor markets: understand demographics of visitor markets to Cambridge, and identify new growth markets who may be interested in going beyond the centre	The central theme of VCB segmentation for 2018 and beyond is to focus on the youth market	VCB and universities	Dedicated stream of marketing and promotion by VCB focused at youth market
Stimulate new visitor itineraries and attractions **Enhance visitors' segmentation**	New product development: commercialise and mobilise existing tours into a well-developed portfolio of products; seek external funding, i.e. via VisitBritain's 'Discover England fund' to work with other regional partners to develop new products and cultural/ heritage experiences	Professional, blue badge guides taking visitors across the city: central and beyond the main centre Close working with locally-focused tour operators like Tiptoe Travel that offer tours outside of the city Worked with VisitEssex etc. to bid and develop a brand new visitor product called 'Friendly Invasion' focused on developing oral histories and connecting up regional airbases outside of Cambridge related to WW2	VCB, VisitBritain, local businesses, local attractions, other DMOs like VisitEssex, direct collaboration with tour experience companies like Tiptoe Travel	Bid and fully funded project 'Friendly Invasion' aimed at attracting and dispersing visitors to Cambridge and beyond across the region Implementation of blue badge guide touring experiences by VCB Development of Tiptoe Travel, tour experiences beyond the centre
Communicate with and engage visitors	Revealing past/present/ future of Cambridge and beyond history: develop a state of the art visitor centre which showcases Cambridge past, present and future – and links in with broader narrative of the area	Informative visitor information centre, with information and literatures related to the past, present and future	VCB, local attractions, local businesses	Suit of resources now available from VCB to connect with past, present and future of the city
Promote time-based dispersal of visitors	Strategic event programming: Use events and festivals as a new way to generate visitation not only in the peak months, but in other months too. This has been a conscious effort from event managers in light of busy summer months	Cambridge LIVE led e-Luminate Festival planned for the off peak month of February Strategically hold the EAT Cambridge festival just before the start of the summer in May, before pressures start to occur	Festival directors, VCB, Cambridge City Council	Festivals planned off peak across the visitor economy

Strategy	Main objectives	Measures implemented	Stakeholders involved	Results
Promote the dispersal of visitors within the city and beyond **Promote time-based dispersal of visitors** **Stimulate new visitor itineraries and attractions**	Promote technological innovation: draw on traditional media, and well developed digital platforms and social media to develop a destination brand inclusive of places, spaces and attractions beyond the centre draw on new, innovative technologies like Augmented and Virtual Reality, and gamification to find new ways to develop the visitor experience and encourage engagement beyond the city centre utilising online booking systems and information dissemination to develop Cambridge's 'Bookable Product'	Utilising social platforms like Facebook, Twitter, Instagram etc. to position market places, spaces, attractions Working with Anglia Ruskin University on a European Regional Development Fund (ERDF) project called 'REACTOR' to work with local entrepreneurs and SMEs to develop new technologically-driven solutions to encourage 'off the beaten track' experiences – by installing AR, VR and gamification techniques Develop a local app: YoYo Lets Go – focused on local trails off the beaten track for both visitors and residents using gamification principles Use online booking systems via VCB to encourage visitors to book prior to arriving in the destination	Universities, VCB, local businesses, European Union	Development of a new app: YoYo Let's Go, delivering trails across the city and beyond off the beaten track Online booking system designed and developed and now online Regular social media updates of places, spaces and attractions in and beyond Cambridge REACTOR project to support local SMEs to gamify the visitor economy to reposition heritage and culture in the city
Set monitoring and response measures	Measuring: understand and determine in a more objective way the carrying capacity of Cambridge – and other key indicators related with overcrowding	Drawing on tourism reports to understand inbound visitor numbers year-on-year Monitoring resources required to manage increased visitor numbers (i.e. litter pickers, bins to be emptied, etc.) Assessing the increasing level of complaints by locals Utilising footfall counters, data generated from shopping centres, Park and Ride, car parks, Guided Bus service, and regularly monitoring usage for strategic resource allocation	Cambridge City Council, VCB	Regular analysis of reports informing about visitor behaviour, and the potential social, economic and environmental impacts of visitors on public services across the city
	Related municipality policy: in light of increasing visitors, prepare spatial strategies for dealing with the tourist flows	Review of increasing numbers and new 'Space and Movement Strategy' by the Cambridge City Council	Cambridge City Council	Wider strategies to manage people movement across the city, helping to inform aforementioned practical strategies

Notes: AR = augmented reality; BID = Business Improvement District; DMO = destination management organization; VCB = VisitCambridge and Beyond Ltd.; VR = virtual reality.

7.3 Conclusions

This case raises some interesting conclusions:

First, the need for cities to be creative in terms of reconfiguring the flows, circulation, the narrative of what the city has to offer inside and beyond 'honey pot' sites and connect up both urban and rural spaces, places and attractions. By doing so helping to (re)distribute consumption and refocus the visitor gaze toward the less visible histories and cultural artifacts that make up Cambridge's (and other cities rich in culture and history) destination offer, image and brand.

Second, to do the above, the city, inhabitants: both residents, businesses, local authorities, universities and wider national tourism boards need to understand and develop overarching narratives of plan, spaces and attractions and understand where they want to position the city and broader areas in terms of destination identity, marketing and development. Contributors all pointed to the need for the city to have a more joined up, strategic approach to tourism planning and management.

Third, limited data is available that helps to evidence the effectiveness of policy and practices implemented. Yet, this does not assume ineffectiveness – merely the need to better causally/correlate link between policy, practice – outcome, and result. It is too early to tell, as VCB is only two years old.

Forth, linked to the above, the need for a more objective approach to understanding and examining tourism development and impacts. Our analysis reveals an emphasis on anecdotal, subjective feelings of 'overtourism' – but little objective/statistical measurement to decipher whether or not in real-terms Cambridge has passed its carrying capacity. Without this, policy makers and populations may be responding merely to a political and cultural socially constructed threat.

Fifth, contributors identify that we are at the start of thinking about a holistic strategy for dealing with tourism management, and to be truly effective we will need increased investment and political leadership/support at sub regional level (new Metro Mayor and the new Combined Authority/LEP), an innovative 'Spaces and Movement' strategy, air quality and congestion management plans – policies underway by the Cambridge City Council. Other believe taxation and regulation is key although it may not deter many but it would provide funds to improve management. If it did deter some, it may improve the experience of those who still visit and

mean they return. It may also encourage locals to use the city more in summer and they are what underpin many businesses (Ian Sandison interview).

Finally, although the VCB may take the lead in this process, it is a collective challenge which we own as a city and can only be addressed through working together. Particularly in terms of developing the broader narrative of place, spaces and attractions to encourage longer, deeper, and less central stays – vital for local economic growth, spreading benefits of visitor economy, and relieving congestion. Perhaps it is not necessarily about the number of tourists to Cambridge, but rather the innovative ways we move visitors on and off the beaten track and connect up urban centres and rural places, spaces and attractions.

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Endnotes:

1   Senior perspectives are triangulated against a series of strategic and policy documentation focused on understanding and managing tourism at the city and regional level. The case attempts to capture both written, agreed objectives, tactics, mechanisms, and targeted stakeholder groups related to Cambridge's approach to tackling overtourism – and – weaves in more informal, but critically important approaches outside of fixed strategic and policy documentation to add texture and to fully understand actions taken across the city.

2   Additionally, they work closely with local universities (Anglia Ruskin and University of Cambridge) to achieve these ambitions, and have engaged closely with other cities (e.g., Heritage Cities group), regional and national tourism bodies (e.g., VisitBritain) to bid and secure grant money to achieve organizational objectives stated above. VCB is 97% self-funded with less than 3% public funding – therefore – they actively look for external funds like research grants, and are a business led partnership with representation from a broad range of stakeholders representing all those who have a stake or are affected by the visitor economy.

Case study 8
Dubrovnik, Croatia

Mr. Ivica Puljić, journalist, Croatia

Dr. Mladen Knežević, Libertas International University, Croatia

Dr. Tina Šegota, University of Greenwich, United Kingdom

8.1 Background

Dubrovnik has emerged as one of the most popular tourism destinations in the Mediterranean in the last decade. Tourism is one of the fastest growing sectors, with a record increase of 17% in tourist arrivals in 2017 (compared to a 13% increased in the country's total tourist arrivals).[1] The popularity of Dubrovnik, partially induced by cruise and film tourism, keeps bringing record number of visitors to the region in general, and to the town in particular, leaving the host community of 42,000 residents bestowed with the challenge of managing 1.1 million cruise passengers, 1.2 million international tourists, more than 4 million overnight stays in 50 hotels and 3,000 private apartments, and more than 10,000 hospitality employees. Most of this takes place in the summer months – from June to September, testifying to the destination's high tourism seasonality.

Being one of the most attractive cruise destinations in the Adriatic, the arrival and stay of cruising passengers has a significant impact on quality of life and the quality of the visitor experience in Dubrovnik. Even though it is one of the most important contributors to its growing economy, cruise tourism also poses important challenges. Firstly, more than two-thirds of passengers from a single cruise ship visit the town's historic area, which is very often reflected in 9,000 cruise visitors in the tourist sites.[2] If this volume is to be added to locally accommodated tourists and other daily visitors to the historic area, there is a significant breach of Dubrovnik's carrying capacity of 8,000 daily visitors.[3] This testifies of the big pressure

on the city's infrastructure and highly-seasonal tourism. The overcrowding resulted in the Old Town, once the most popular and prestigious location to live in, losing a quarter of its local population in the last five years.[4] Another challenge of Dubrovnik's cruise tourism is the uneven daily and yearly scheduling of ship calls[5]. Cruisers dock in the Dubrovnik harbor predominately from June to September, mostly for a single day or a few hours. During this time there are a few days a week when the ships' call times have been overlapping. This burdens the harbour and creates extreme traffic jams inwards and outwards of Dubrovnik. Lastly, docked ships pollute the air, whilst their catering services create abundance of waste that is being taken care of by local waste management services. The latter were built in times with minimal or no cruise tourism in Dubrovnik, which makes the waste management a challenging task.

Adding to the Dubrovnik's tourism popularity are also its inscription to the UNESCO list of World Heritage Sites in 1979 and numerous successful films and TV shows for which the town was used as a filming location (e.g., Game of Thrones, Star Wars: The Last Jedi, Robin Hood, James Bond 25 etc.). However, being classified a UNESCO Heritage Site and being associated with numerous successful films has it perks and perils. On the one hand side, since the late 2000s, and especially since 2011, Dubrovnik has boasted an increasing number of tourist visits (excluding cruise visitors). In 2015, there were almost 1.5 million tourist arrivals, while almost one million admission tickets were sold for the City Walls.[6] These record tourist numbers are attributed to HBO's

megahit TV series, Game of Thrones, suggesting that Game of Thrones film tourism resulted in a 38% increase in tourist arrivals, a 29% increase in overnight stays and a 37% increase in City Walls admission tickets, compared to a mere 7% increase in tourist arrivals, a 8% increase in overnight stays, and a 2% increase in City Walls admission tickets in the pre-Game-of-Thrones period.[7] On the other hand, these record numbers create challenges for visitor management. Firstly, most visits take place in the summer months, from June to September. Secondly, most visited attractions are the Old Town, the City Walls and numerous fortresses that are all concentrated in a small place. This creates crowding, congestion, and increased dissatisfaction.

An overview of the measures taken by the tourism stakeholders to address the growing tourism flows in Dubrovnik is presented in the following section.

8.2   Actions

Strategy	Objectives	Measures implemented	Main objectives	Stakeholders involved	Results
Promote the dispersal of visitors within the city and beyond	Spreading visitors within the city and across the region	The Dubrovnik Tourist Board upgraded the Dubrovnik Card with attractions and public transportation services outside the historic core. The Card promotes attractions across the region and enables timetabling of visits outside peak hours	Dispersal of visitors across three municipalities, encouraging visits to attractions in the neighbouring municipalities to Dubrovnik and avoidance of crowding	Dubrovnik Tourist Board, municipality of Dubrovnik, municipality of Konavle, municipality of Dubrovačko Primorje	Three new attractions were added to the Dubrovnik Card, all situated in the nearby town Cavtat (Municipality of Konavle). In addition, free transportation to the municipality is made available for the card holders
Promote time-based dispersal of visitors	Enriching the offer of Dubrovnik with out-of-peak season events	Upgrading the offer of congresses, events and activities	Encouraging tourism outside the peak season (peak season for congresses is from October to May)	Dubrovnik Tourist Board, Visit Croatia, private sector (hotels), national and international partners such as Spectar PCO, TAMC	Dubrovnik has been hosting several national and international congresses and events, such as several medical congresses (i.e. TAMC 2018, 2019) in October, fifth edition of Good Food Festival in October, promoting local gastronomy, Advent Festival in December etc.

Strategy	Objectives	Measures implemented	Main objectives	Stakeholders involved	Results
Stimulate new itineraries and attractions	Evaluation and development of rural tourism	The municipality initiated a new project on revitalisation and future development of rural tourism, which has two phases	Encouraging tourists to visit Dubrovnik's rural area from June to September	Dubrovnik Tourist Board, private sector (hotels, entrepreneurs), local farmhouses, local winemakers, owners and real estate concessionaires, local residents	The first phase of the project began in 2018 and it included screening and analysis of Dubrovnik's current rural tourism offer. The results will inform Phase II, which will propose new rural products and services, such as accommodation at farmhouses in nearby villages, new daily tours to several nearby villages with significant cultural monuments, and development of rural gastronomic offer
Review and adapt regulation	Improving cruise ship arrival layouts	Ameliorating (dis)embankment time distribution	Limiting one-day visitors from cruise ships to the city	Municipality of Dubrovnik, CLIA, Dubrovnik Port Authority	In 2019, only cruise ships with up to 5,000 passengers will be allowed to embank in Dubrovnik's Port
	Improving coordination of arrivals and departures of busses, taxis and delivers vehicles	Implementing new traffic regulation	Avoidance of traffic congestion problems and issues with parking around the historic core	Local police, utility companies (Libertas Dubrovnik, Sanitat Dubrovnik)	
	Reduce crowding and regulate tourist activities in the areas that most need it	Installing cameras and counting machines to regulate entrance to the historic core	Avoidance of crowding at the historic core	Municipality of Dubrovnik, local police	In 2018, cameras and counting machines were installed across the historic core to regulate the access to the city to only 6,000 visitors at a particular moment
Improve city infrastructure and facilities	Improving the safety and security in the city	Expansion of pedestrian corridors	Increasing the safety and security of locals and visitors	Municipality of Dubrovnik	
Set monitoring and response measures	Avoidance of cultural heritage destruction	Monitoring visitor numbers in cultural heritage sites	Monitoring and limiting excessive visitor numbers to different attractions	Society of Friends of Dubrovnik Old Town, Dubrovnik Restoration Institute	

Strategy	Objectives	Measures implemented	Main objectives	Stakeholders involved	Results
Set monitoring and response measures		In 2018, with the help of Artificial Intelligence, a new application has been developed that counts the number of people in the historic core. The app's algorithm combines data from cameras around the city, overnight stays, visitors from the cruise ships, and weather data for every day of the year	Monitoring the carrying capacity of the historic core	Local police, Dubrovnik Tourist Board	In 2018, six cameras were installed at the main entrances to the historic core. They enabled the counting of people entering the Old Town area

Notes: Spectar PCO is a travel agency; CLIA = Cruise Lines International Association; TAMC = The Aesthetic Medicime Congress.

8.3   Conclusions

In 2017, the 'Respect the City' project was initiated with the aim to manage the growing tourism in Dubrovnik more responsibly and sustainably.[8] The project has not yet fully come to fruition, but its goals are clear: sustainable tourism development as a sector, sustainable use of the resources, and sustainable development for the people, the economy and the community. The project has three different phases, each addressing different aspects of developing an integrated destination management:

1. Building capacity for private-public partnerships fostering communication, coordination and cooperation among stakeholders;

2. Development of innovative solutions through optimization, distribution and diversification; and

3. Introducing and improving short- and long-term monitoring systems.

This project brings together all Dubrovnik's stakeholders and they all have a significant role in the different phases of the project. In the 'Respect the City' project, stakeholders could present themselves and work together through appreciation and alignment of ideas, perspectives, needs and stakeholder interests. The project encourages the formation of the so-called working bodies that include advisory councils, working groups and project consortia. These aim at developing solutions, innovations, products and services though cooperation and co-investment of all stakeholders.

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Case study 9
Edinburgh, United Kingdom
Prof. Anna Leask, The Business School, Edinburgh Napier University, United Kingdom

9.1 Background

The City of Edinburgh is attracting growing numbers of visitors, with numbers growing by more than half a million in the last five years, to reach 3.8 million in 2017, worth GBP 1.3 billion to the city's economy.[1] This growth has been largely due to the GBP exchange rate, airport route expansion, improved tourism products across the destination, growth in cruise ship visitation and the growing appeal of the destination. An established World Heritage city, Edinburgh Castle and the National Museum of Scotland are now the busiest visitor attractions outside of London, attracting over 2 million visitors each per year.[2] The city is now busy year round with increasing numbers of visitors, residents, students and workers, resulting in a visitor-to-resident ration of 8:1.[3] Hotel occupancy is now at 83%, rising to 96% during the festival period in August, in addition to increased activity in Airbnb and other short-term lets.[4]

This consistent growth has placed increasing pressure on city facilities and services for residents, workers and visitors, as evidenced by visitor concentration in the historic Old Town, littering, traffic and pedestrian congestion, proliferation of tourist shops, anecdotal reports of noise caused by the night-time economy. This has resulted in destination-wide debates regarding contentious planned developments, the city's capacity for visitors and maintenance of the city's World Heritage Outstanding Universal Value (OUV).[5] With growth forecasted to continue debates involving city stakeholders are increasingly common in attempting to identify a sustainable future for the destination.[6]

Active consultation across the destination stakeholders is taking place to engage and coordinate communities, businesses, associated industry sectors, and other stakeholders. Key organizations involved include Marketing Edinburgh (set up to promote the Edinburgh city-region as a leading leisure, learning and business destination for domestic and international visitors), Edinburgh World Heritage (set up to influence and control the city's OUV, Edinburgh Tourism Action Group (ETAG) (set up to bring together the wide range of businesses which make up Edinburgh's tourism sector) and the City of Edinburgh Council (CEC) working to improve the visitor and resident experience and address the challenges to ensure that the city can offer a positive experience for visitors and residents. Working together they aim to put in effective management and planning, based on learning from experiences elsewhere, to counter the negative impacts of the growth in tourism and to realise the city's sustainable tourism objectives.

9.2 Actions

Strategy	Objectives	Measures implemented	Main objectives	Stakeholders involved	Results
Promote the dispersal of visitors within the city and beyond	To disperse the impact of visitors away from the city's central Old Town area To ensure the city remains a vibrant and pleasant place to live and visit	Improved way-finding systems e.g., prescribed cycle, bus and walking routes New cycle-hire system Pro-active marketing of peripheral attractions	To extend tourism beyond central areas	City of Edinburgh Council (CEC); Edinburgh Tourism Action Group (ETAG); Marketing Edinburgh	
Promote time-based dispersal of visitors	To build greater knowledge of visitor behaviour	Creating a reliable dataset of visitor patterns	To track seasonality and patterns of visitor behaviour	ETAG; individual business stakeholders	
	To encourage greater visitation in quieter October – March period	Campaign for Business Liaising with cruise companies	To encourage visitors in quieter periods To encourage increased domestic	ETAG; Individual tourism businesses (e.g., visitor attractions)	
Stimulate new itineraries and attractions	To develop materials to encourage visitors to explore wider city area	Itinerary development Interactive map development	To encourage visitors and residents to explore different areas and interpretations of the city' To spread visitors beyond World Heritage Sites boundaries	Marketing Edinburgh World Heritage Sites	Edinburgh's '101 Objects' campaign Six area routes; nine Walking Trails; and seven Street Stories
Review and adapt regulation	To raise revenue to improve cityscape To implement measures to control congestion	Consultation on 'Transient Visitor Levy' or 'Tourist Tax' Road closures for vehicles during peak months	To ease traffic congestion/improve pedestrian access	CEC CEC Planning Department; EWH Management Plan	Improved cityscape
Enhance visitors' segmentation	To target specific visitor groups (e.g., Chinese and broader range of visitors) To spread visitor activity across full year	ETAG Tourism Strategy China Ready project To improve conference facilities	Attracting business tourism and conference tourism	Scottish Enterprise; ETAG; Marketing Edinburgh; Edinburgh Airport	New direct airline route to China started June 2018
Create city experiences for both residents and visitors	To engage visitors, residents, students and workers Development of 'Place brief' – a tool for the city	Launch of 'This is Edinburgh' Campaign Development of tool focusing on city elements and social aspects	To provide framework to structure conversations about place – physical and social space	Marketing Edinburgh Scottish Government	59% of residents visited a museum/event/gallery/theatre

Strategy	Objectives	Measures implemented	Main objectives	Stakeholders involved	Results
Improve city infrastructure and facilities	To improve networks and facilities for visitors and residents Development of Twitter real time transport information	Development of integrated transport – tram and airport Development of a city-wide free access Wi-Fi		CEC; transport operators	Scoot Loop data collection at busy junctions
Communicate with and engage local stakeholders	To provide mechanisms to enhance effective communication across stakeholders	Continued support for ETAG and Marketing Edinburgh Development of revised WHS Management Plan		CEC; Marketing Edinburgh; ETAG; EWH	
Set monitoring and response measures	To improve the visitor and resident experience and address the challenges to ensure the city offers positive experiences for visitors and residents	'City Scorecard' assembles data to establish a baseline set of measures, service performance and record experiences	To measure and record 16 points to monitor the most crowded parts of the city	CEC; Scottish Government	94% of respondents satisfied or very satisfied with city as a place to live

Notes: CEC = City of Edinburgh Council; ETAG = Edinburgh Tourism Action Group; EWH = Edinburgh World Heritage.

9.3 Conclusions

The sustained increase in the multiple users of the city of Edinburgh's facilities, environs and services, has raised potentially conflicting objectives and priorities for the various stakeholders groups of visitors, workers, students and residents. Opportunities to engage with current debates regarding the best way to manage visitors (to disperse, regulate, negotiate, limit, constrain) exist, and partnership is clearly required to achieve a viable, long-term economic tourism offering across communities and the broader urban destination. Records indicate that Edinburgh has long been a vibrant visitor destination, so is this now a case of 'overtourism' or is it more an opportunity to establish good management systems that benefit the destination overall? The solution would appear to lie in developing and implementing partnership solutions that enable participation and consultation, whilst working with local communities to enhance the liveability of the city and sustain it for future generations.

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Case study 10
Ghent, Belgium
Mr. Bart Rondas, Policy Development, Visit Ghent

10.1   Background

Ghent has a long-term vision on tourism development reflecting the wish to grow smartly as a tourism destination. This means 'to get the right tourists in the right place at the right moment'. The strategic ambition of Visit Ghent, the local tourism department, is to develop, guide and promote tourism in all its new aspects in a proactive and sustainable way. Visit Ghent strives to offer an authentic and high-quality tourist experience, without locals feeling alienated from their city. This is mainly done by spreading tourism in time and space to tackle seasonality and overcrowding in the historic centre. This is possible by integrating tourism in urban development, cultural and event policy lines.

Several statistics and studies offered data to follow-up the development of Ghent as a tourism destination, yet a high quality standard set of locally relevant tourism indicators to systematically monitor tourism development has never been developed for the city. So far, the data available has been predominantly economic output indicators and the scope to cover all dimensions of sustainable tourism has not been enlarged yet. Finally, the city has not systematically linked the data collected by Visit Ghent to specific tourism policies. This fragments any policy evaluation.

At the same time, issues such as overcrowding and climate change start to receive more attention and become politically more relevant. To counter these challenges, Visit Ghent wants to widen its tourism policy scope to these issues. A broader policy scope requires a wider set of indicators to evaluate and define adequate policy measures.

10.2   Actions

To cope with these challenges, Visit Ghent initiated a project with the following objectives:

–   To identify a high quality set of locally relevant tourism indicators;

–   To evenly spread these indicators over all dimensions of sustainable tourism, including visitors' pressure; and

–   To link these indicators to all Ghent tourism policy lines.

The development of the Ghent integrated tourism development dashboard is presented below:

Strategy	Objectives	Measures implemented	Main objectives	Stakeholders involved	Results
Set monitoring and response measures	To create a local tourism development dashboard	Monitor visitor pressure as experienced by locals as an indicator	To evaluate local tourism development in an integrated way. This includes monitoring economic, social and environmental aspects of tourism development. It also covers all policy lines activating the Ghent tourism policy	DMO, tourism industry, Board of Mayor and Aldermen, Citizens	Based on assessing sources of information, some 100 possible indicators were identified. This is currently being narrowed down to a more manageable number without disturbing the spread over both policy goals and aspects of sustainable growth

10.3   Conclusions

At the end of the project, the goal is to end up with 20 indicators. In a first phase, all 100 possible indicators have been reduced to 54 by:

1. Deleting indicators with limited statistical reliability;

2. Deleting indicators with limited relation to local policy; and

3. Deleting indicators who evaluate the same theme as another one.

By the summer of 2019, this number will be reduced to 20 indicators. This selection will be based on:

1. Relevance for destination management organizations (DMOs), industry, city board and the public;

2. Feasibility – how much effort is required to produce these indicators; and

3. Assessing if selected indicators cover all policy lines and dimensions of sustainable development, including visitors' pressure.

In the fall of 2019 the draft will be discussed with all stakeholders.

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Case study 11
Hangzhou, China
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11.1 Background

Hangzhou, capital of the Zhejiang Province is located in the southern wing of the delta, in the west head of the Hangzhou Bay, and at the centre of the Yangtze river delta region. Hangzhou is a major scenic-tourist city in China and in 2016, the number of domestic and foreign tourists reached 140.6 million[1]. In 2016, the top ten source countries to Hangzhou were the Republic of Korea, the United States of America, Japan, Malaysia, Singapore, Thailand, Germany, the United Kingdom, France and Australia.[2] The number of visitors from the countries above accounted for 67% of the total number of foreigners received and for 46% of the total number of inbound tourists.[3]

Hangzhou faces important challenges of congestion during peak seasons, especially during traditional Chinese national holidays. For example, during the national holiday season (from 1 to 8 October), the number of tourists in Hangzhou reached 11.7 million in 2016.[4] In order to better manage tourist flows and ease the tourism pressure in major attractions and in the city central areas, the Hangzhou Tourism Committee, which is the key tourism governance body of the city, launched several actions.

11.2 Actions

Strategy	Objectives	Measures implemented	Stakeholders involved	Results
Set monitoring and response measures	Use big data to forecast tourist flows	Data research and forecast. The Hangzhou Tourism Committee has developed a city-level tourism big data platform for five years. During these years, annually before the peak season, the platform management organization (the Hangzhou Tourism Economy Laboratory), releases a 'tourist forecast' report for the forthcoming national holiday' using various data typologies such as searches, reservations, passenger flows and consumption	Hangzhou Tourism Committee, Hangzhou Tourism Economy Laboratory	Tourists get better informed before travelling to Hangzhou during the peak seasons. This is also a sound solution to spread out tourist flows from traditional central-located areas to peripheral locations. In this sense, the spatial tourist layout of Hangzhou during high seasons are better balanced than before
Promote time-based dispersal of visitors	Use big data to monitor and evaluate visitor flows and tourism impacts	Release of the '2017 Hangzhou National Day Mid-Autumn Festival Holiday Tourism Market Forecast Report'. The report includes estimates for the number of visitors, agglomeration areas and 'peak visitation hours announced (as an example the report inform the public that tourist attractions like the West lake, Lingyin Temple, Songcheng Theme Park, Xixi Wetland, Hefang Street will continue to be popular, that spots including Broken Bridge and Su Dam may receive extraordinary visitor flows around 4 p.m., and that the Lingyin Temple may exceed its maximum carrying capacity at 11:30 a.m.). With this information tourists can have more alternatives to tour in Hangzhou and enjoy their stay. All information is available on several mobile applications and social media platforms. Potential tourists can easily get information regarding congestion, real-time tourist flows and 'comfortable degree of visitation' before their departure to Hangzhou. In addition, tourists who are already in Hangzhou, receive this information by SMS two hours before the peak hour starts	Hangzhou Tourism Committee	
Communicate with and engage local stakeholders	Stakeholders' cooperation across different areas has been encouraged	Relevant tourist organizations and government offices are on duty during peak seasons to facilitate the tourist pressure management		
Improve city infrastructure and facilities	Alleviate traffic pressure in surrounding areas of tourist spots	During the 7-day national holiday in 2017, the Urban Management Committee of Hangzhou increased to a large extent the parking price for private vehicles heading to the West Lake scenic area. The increase in the parking charges aims to stimulate tourists access the city via public transportation		As a result, the number of tourists in the West Lake area during the 7-day national holiday declined by over 20% compared to previous year which enhanced the tourist experience in Hangzhou and stimulated tourist consumption

11.3 Conclusions

Four key conclusions can be identified from the Hangzhou case:

1. In China, a country with 1.3 billion population, safety is a top objective in regards to managing tourism flows;

2. Technology plays an essential role in Hangzhou, as in other famous Chinese tourist cities, in tracking and controlling tourist flows and issuing early warnings during peak holiday seasons;

3. Transportation system management and tourist information sharing platforms are two key tools in managing tourism flows and pressure in Chinese cities; and

4. To track and manage the volume of tourists does not mean cities 'dis-welcome' visitors. On the contrary, monitoring and managing tourist numbers is the way to show the city's hospitality as it helps creating a better visitors' experience.

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    http://hzlw.maicedata.com, 2018.

Endnotes:

1   Hangzhou Tourism Committee (2017), *Annual Statistics Report.*

2   Ibid.

3   Ibid.

4   Hangzhou Tourism Committee (2017), *2017 Hangzhou National Day Mid-Autumn Festival Holiday Tourism Market Forecast Report.*

Case study 12
Lisbon and Porto, Portugal

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12.1   Background

The tourism sector is currently one of the most dynamic economic activities in Portugal, with growing importance in the economy, in regional development and in the creation of wealth and employment. This positive dynamics of tourism has been accompanied by sensitive structural transformations, with the emergence of new business models, new actors and changes in the patterns and modes of consumption. These transformations imply changes on the speed of decision making in the sector and the required knowledge to ensure successful public policy making and business strategies, as well as the correct balance between the performance of the tourism and the quality of life of residents. The increasing penetration of technology generates the opportunity of harnessing new data sources using alternative methodologies when compared to traditional statistics. Consequently, different approaches to tourism business, and consumer profile and behaviour studies can be developed. In this context, Turismo de Portugal, together with the NOVA SBE University and the Portuguese telecom company NOS, designed a pilot project using mobile positioning data and a social media crawler to study the tourism pressure in the cities of Lisbon and Porto, as well as the potential of big data to inform destination management organizations (DMOs).

The project is designed to:

1. Support Turismo de Portugal and local authorities to understand and measure tourism through data, above and beyond traditional surveys and official aggregated statistics; and to

2. Support Turismo de Portugal in exploring and designing solutions for sustainable tourism in Lisbon and Porto.

12.2   Actions

Lisbon and Porto comprise an extensive array of historical and cultural sites of exceptional value. Tourism tends to be concentrated at certain times on a small number of iconic places, exerting pressure on the cities' infrastructures and the residents' quality of life. While much of the aggregate behaviour of tourism and its impacts as well as information for specific sites (e.g., museums ticket sold) are known, it is usually not possible to reconstruct, quantify and segment the end-to-end experience of tourists to know:

– Where are they at specific times?

– Where do they come from?

– Where do they go next?

– Where and when do tourist hotspots arise?

– How do they move within the city?

– How do they spend their time in the city? What do they do?

– Which patterns emerge from their visit experience?

The project aims to:

1. Measure the tourism flows and presence in space and time by using telecom traffic data;

2. Identify behaviours and patterns of tourism in space and time and categories of tourist movements;

3. Identify the impacts of cruise tourism in terms of the most visited places; and

4. Give suggestions for how to link data and policy in terms of data collection and data sharing and provide evidence-based decision-making.

The first phase of the project is focused on using mobile data and other big data sources to monitor tourism flows and behaviours and to identify areas of potential risk. The second phase aims to design policy recommendations and concrete actions to address the identified issues. The policy recommendations will cover both legislative measures, such as adjustments to private accommodation regulations, and new projects to promote dispersal of visitors within the city, improve visitors' experience through seamless travel solutions and stimulating new visitor itineraries.

Strategy	Objectives	Measures implemented	Main objectives	Stakeholders involved	Results
Promote the dispersal of visitors within the city and beyond	Better understand tourists' behaviour in the city, namely length of stay, typical path and favourite attractions	Monitor tourism flows across cities	To understand tourists' behaviour (who? where? when? how?) and to target specific markets and segments	Government, National Tourism Administration (NTA), Municipalities and Local Destination Management Organizations (DMOs)	*Project ongoing*
Stimulate new visitor itineraries and attractions	Better understand tourists' behaviour in the city, namely length of stay, typical path and favourite attractions		To identify most saturated routes and itineraries in order to better design future promotion campaigns	Government, NTA, Municipalities and Local DMOs	*Project ongoing*
Set monitoring and response measures	Better understand tourists' behaviour in the city, namely length of stay, typical path and favourite attractions	Tourism flows across cities Develop a case study on cruise tourism	To understand the customer journey in the cities, most visited areas and potential areas of conflict	Government, NTA, Municipalities and Local DMOs	*Project ongoing*

Notes: DMO = destination management organization; NTA = national tourism administration.

12.3 More information

The preliminary results include in this report represent a selection of a few of the most relevant findings attained so far, based on an exploratory analysis of the data. Once taken to a greater extent, significant non-intuitive insights will be extracted.

The number of tourists in August was counted for each district between 1st August 2017 and 30th August 2017. The degree of shade represents the number of visitors (darker shade = more tourists). In Portugal, tourists visit mainly the Porto, Lisbon and Algarve regions. The northern districts that are normally assumed as a non-typical tourism destination are also well represented, suggesting the visitation from Portuguese residing abroad.

The distribution of tourists by country of origin in these districts is shown below. The number of 'roamers' coming from traditional countries of origin for Portuguese residing abroad (France, Switzerland, Luxembourg and Belgium) are among the top source markets thus strengthening the hypothesis regarding the presence of Portuguese immigrants in these destinations during the month of August.

Figure 12.1 Number of tourists per district in August, 2017
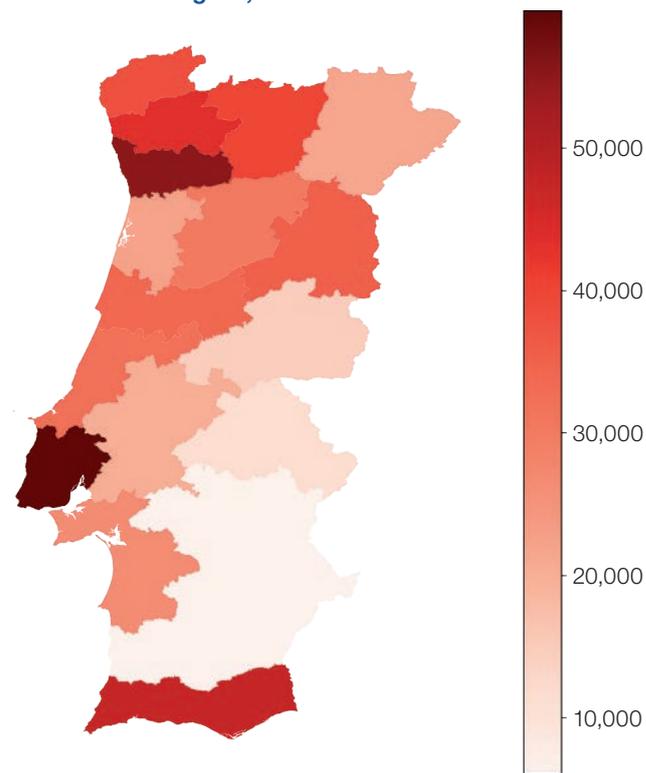
Source: Turismo de Portugal (2019).

Figure 12.2 Number of tourists by country of origin in August, 2017 (× 1000)
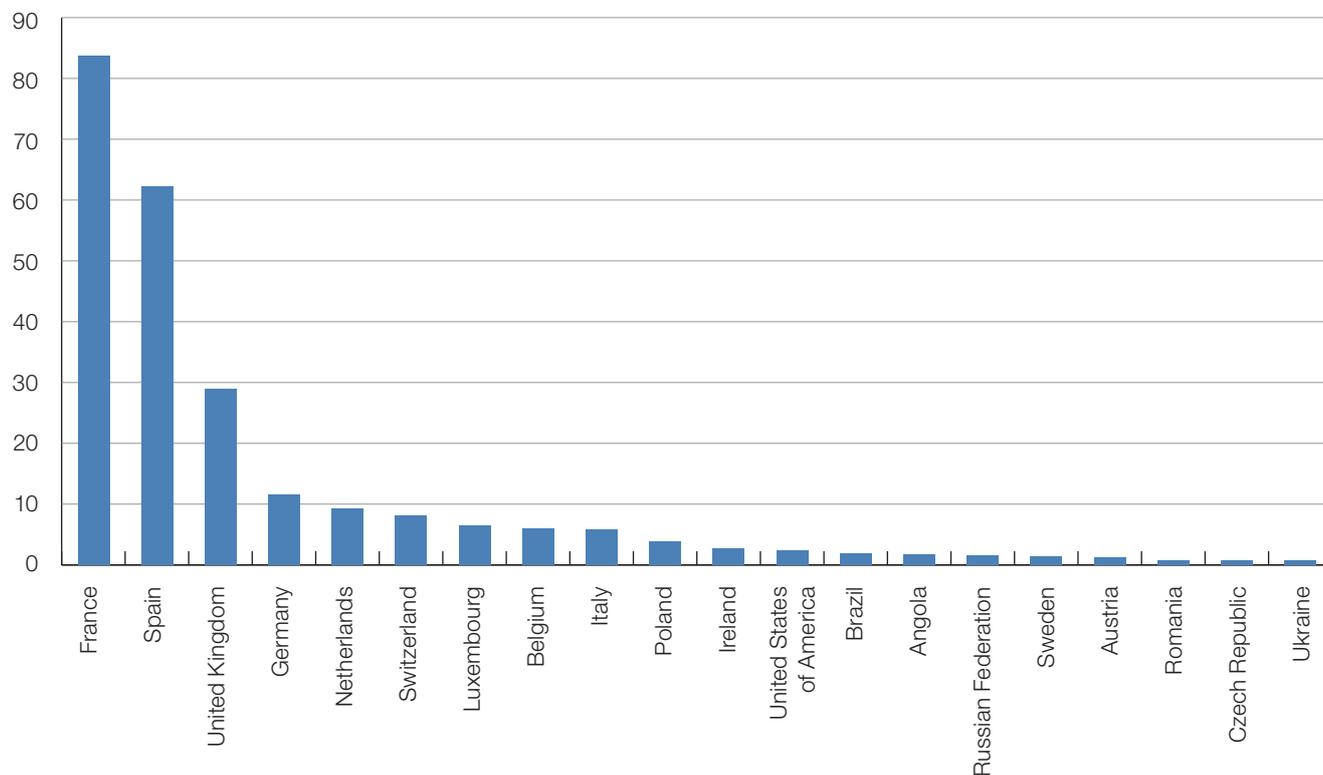
Source: Turismo de Portugal (2019).

The percentage of arrivals and departures per day of the week was also calculated. The percentage of visitors arriving on a Tuesday and leaving on a Wednesday is above the average distribution, which might be related plane tickets' prices.

12.4 Conclusions

This study combines two sources of data to analyze tourism demand and ensure the trustworthiness of the results attained.

Portuguese tourism promotion agencies, governmental tourism management bodies and tourism related businesses can use this work for different purposes such as setting up monitoring tools to develop dashboards with similar data or simply benefit from the insights extracted from the existing data analysis. The broader view of the tourism sector portrayed here can be maintained in a nearly real-time basis, providing data to develop complex analysis and dashboards to inform all the agents involved in the tourism sector, analyze the how tourists travel around points of interest in Portugal and thus create policies to manage more effectively the tourism flows in Portugal.

Figure 12.3   Tourists per weekday in August, 2017 (%)

Source: Turismo de Portugal (2019).

Figure 12.4   Example of tourism flows in Lisbon city
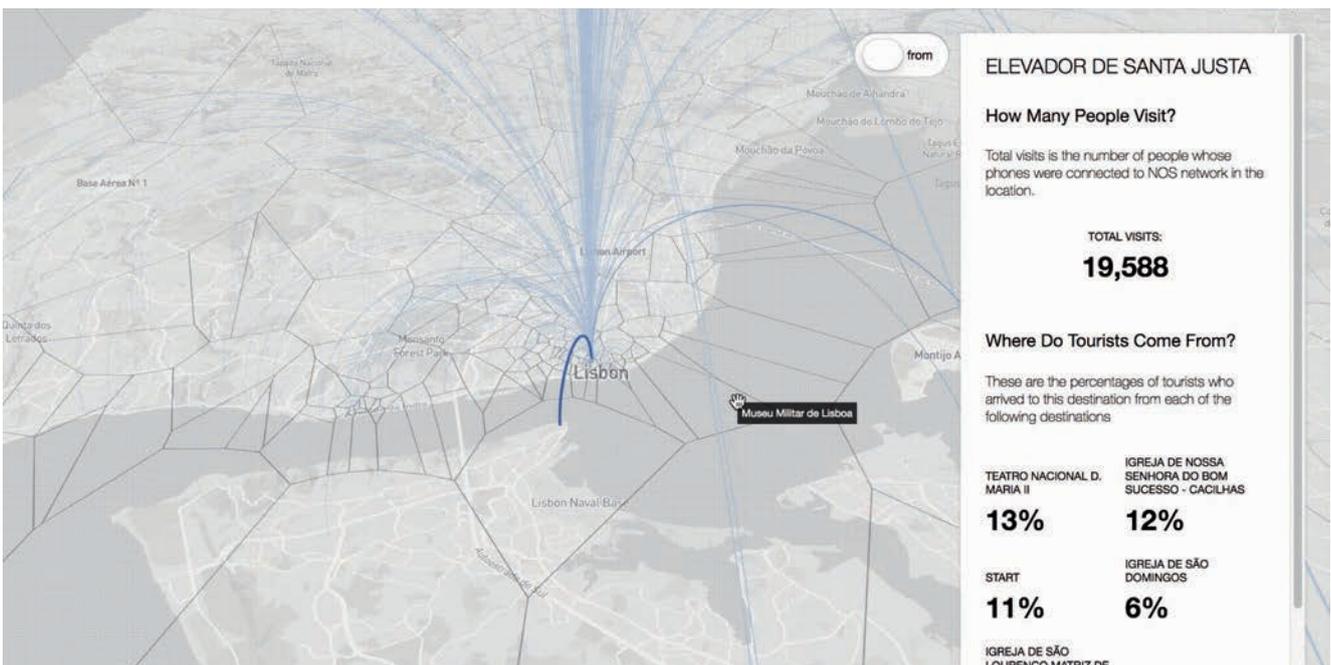
Case study 13
London, United Kingdom

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13.1   Background

The present case study looks at London, one of the top world tourism cities, ranking second among the most visited cities in the world when considering international overnight visitors.[1] London is also one of the largest cities in Europe, with a total population of 8.8 million inhabitants, which is projected to increase to 9.5 million over the next ten years.[2] According to London & Partners, the official promotion agency for London, the United Kingdom capital attracted 19.1 million international visitors in 2016 (from a total of 37.6 million overseas visitors to the United Kingdom that year) and 12.1 million domestic visitors.[3] This makes the city a major contributor to the tourism sector in the United Kingdom, with the capital accounting for 51% of the total visits to the country. Furthermore, by 2025 the total number of international visitors is expected to reach 40.4 million, a 30% increase on the current figures.[4] Although more visitors mean more benefits to the local economy, accommodating greater numbers of visitors will not be an easy task and could prove to be challenging for the local infrastructure, in particular in those central areas where most of the tourists are concentrated.

With regard to the governance of tourism, the Greater London Authority (GLA) is the strategic administrative organization that governs Greater London and covers all 32 London boroughs[5] plus the City of London (see figure 13.1). The organization comprises the Mayor of London, who is in charge of the GLA, and the London Assembly. According to the 1999 Greater London Authority Act, the Mayor is responsible with the promotion and development of tourism in the capital. His vision for tourism development is centred on a number of key objectives focused on developing "the quality of accommodation; enhance visitor perceptions of value for money and improve the inclusivity and accessibility of the visitor experience"[6].

Figure 13.1   London Map: inner and outer London boroughs
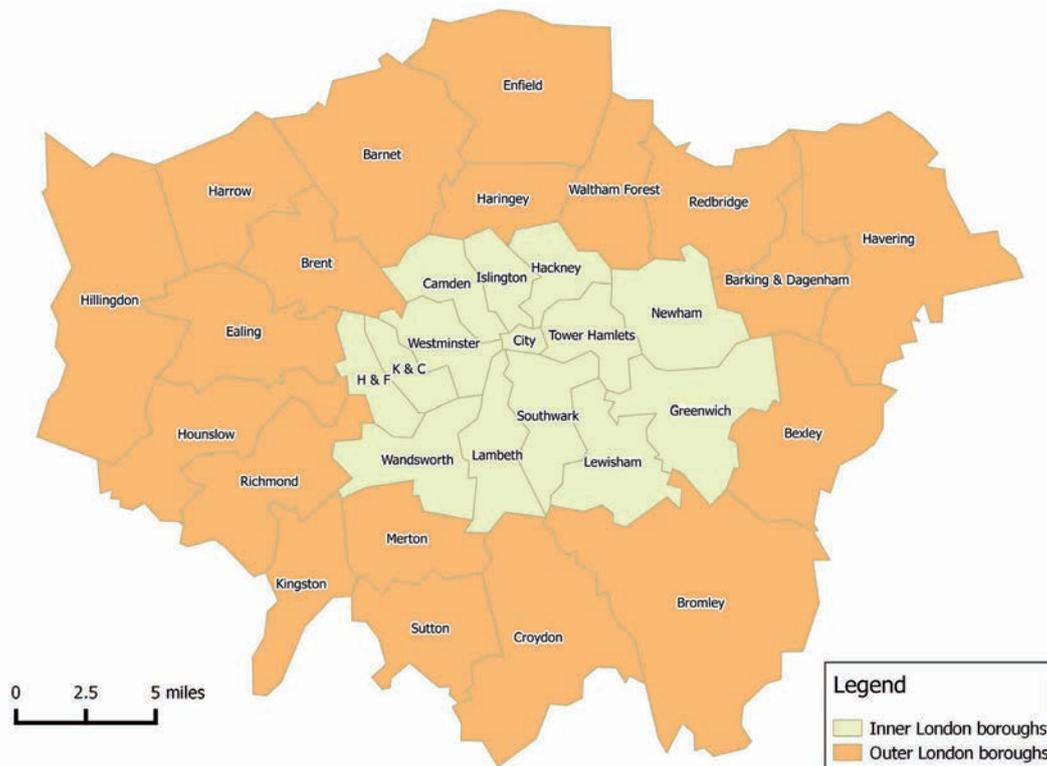
The large number of visitors attracted by London, coupled with an increase in its population, poses a significant challenge to local authorities in terms of planning and managing tourism in the capital. In recent research, these challenges were considered and grouped into a number of different themes:[7]

– Protect and conserve the natural and built heritage;

– Attract more visitors to the city by promoting tourism development, improving destination image, and having a diverse evening economy;

– Promote local distinctiveness and sense of place;

– Work in partnership with other public and private organizations;

– Attract external funds (linked to budget cuts suffered by local authorities over the years following the 2008 financial crisis);

– Improve public transport facilities, including developing more sustainable modes of transport;

– Promote safety and security;

– Sustainable tourism development and climate change including traffic congestion, overcrowding, conflicts between visitors and hosts;

– Lack of policies and strategies for tourism development and lack of leadership;

– Spread the benefits of tourism outside central London (linked to the concentration of main attractions in the city centre/inner London);

– Better knowledge and understanding of the tourism sector; and

– Address the issue of high staff turnover.

Over the past years, efforts were made by policy makers to promote measures that would address some of these issues, in particular towards reducing the pressure on central London and spreading the benefits of tourism across the capital. The most important measures and actions implemented in the city are presented in the following table.

13.2 Actions

Strategy	Objectives	Measures implemented	Main objectives	Stakeholders involved
Promote the dispersal of visitors within the city and beyond	Encourage visitors to explore the city's outer boroughs	Increase the accommodation capacity in outer London boroughs with good transport connections to the city centre	Share the economic and social benefits of tourism more fairly across London	The outer London boroughs; accommodation industry
		Encourage visitors to explore areas beyond central London	Ease the pressure on central London	The London boroughs; tourist attractions
		Publish guides to London's local neighbourhoods	Encourage visitors to experience the capital like a Londoner	London & Partners
Promote time-based dispersal of visitors	Encourage more tourists to visit during off-peak months	Hold special events in off-peak months (e.g., the Lumiere light festival)	Grow demand in off peak months	London & Partners; The London boroughs; The private sector
Enhance visitors' segmentation	Focus on specific markets	Provide appropriate facilities for business visitors that include high quality and large scale convention centre capacity	Attract more business tourism and conference tourism	London & Partners; The London boroughs; The private sector
		Make access easier for Asian visitors	Attract Indian and Chinese visitors	Central Government
Create city experiences for both residents and visitors	Improve the city's cultural offer	Support the provision of arts, culture and entertainment facilities	Give visitors compelling reasons to visit and return to London	The London boroughs; private sector
		Protect live music venues, clubs and pubs	Preserve London's culture and heritage	The London boroughs; The private sector
		Support new measures from the London Borough of Culture competition	Promote the character and diversity of London's people and places	GLA; The London boroughs
		Volunteering schemes that support major events and help visitors across London	Connect Londoners and visitors	London & Partners; Transport for London; Team London
Improve city infrastructure and facilities	Improve the city's infrastructure	Increase accommodation capacity	Accommodate more visitors	The London boroughs; Accommodation sector
		Develop new transport infrastructure projects (e.g., Elizabeth line)	Ensure better connectivity	Transport for London
		Invest in cultural infrastructure Develop a more comprehensive digital infrastructure	Attract cultural tourists Give visitors easier access to information	The London boroughs London & Partners; GLA

Notes: GLA = Greater London Authority.

13.3 Conclusions

London is one of the top urban destinations in the world, yet its continued success will depend on how well policy makers plan and manage tourism in the future. In order to accommodate the ever increasing number of visitors, while protecting the natural and built environment, and keeping locals happy by avoiding the effects of tourism congestion, policy makers in London need to address the challenges posed by the expansion of tourism in the capital.

While progress has been made through a number of measures, such as spreading visitors across outer London boroughs by increasing accommodation capacity and promoting new (cultural) attractions in those areas, it remains to be seen how effective the measures included in the latest tourism policy document will prove over time.

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3 London & Partners (2017), *A tourism vision for London,* available at: www.londonandpartners.com/our-insight/tourism-vision.

4 Ibid.

5 There are 33 local authorities in London, the 32 London boroughs and the City of London. According to the Greater London Authority, these are split into 14 inner boroughs – including the City of London, and 19 outer London boroughs.

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Case study 14
Lucerne, Switzerland

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14.1   Background

Lucerne is a lakeside settlement in the centre of Switzerland with about 80,000 inhabitants. The city's location at the gateway to the Swiss Alps enables a stimulating nature experience in a small European city context. Every year numerous travellers visit Lucerne to experience its historic old town, the wooden Chapel Bridge, the Lion Monument or to take a trip to one of the many adjoining mountain peaks. Especially for Asian travellers, Lucerne is a well-known destination for shopping, in particularly for jewellery and watches.

Tourism has long played an important role in Lucerne's history, starting with the first visitors from England who flocked into the city starting in the early-nineteenth century. It was the starting point that fostered a hospitality industry with monumental buildings during the Belle Époque. Nowadays, visitors come from around the world accounting for a total of 1.4 million overnights (+15% growth since 2012).[1] The Asian market share steadily increased by 42% since 2012 accounting for every third overnight generated in the city of Lucerne in 2017.[2] Meanwhile, the domestic market has always contributed a significant part to tourism, representing 22% of the overnight stays in 2017.[3] In contrast, the European markets have become less important over the years, losing 4 percentage points in total market share.[4] In addition to visitors staying overnight, the city of Lucerne welcomes a significant 6.6 million day visitors. The number of day visitors grew annually between 15% to 20% since 2009.[5]

It is not only the increasing number of visitors that put pressure on the city of Lucerne and its residents, they also impact on the local discourse, in part influenced by the media. Contemporary visitors to Lucerne bring an ever increasingly diverse cultural background accompanied by new or uncommon ways of behaviour compared to traditional visitors. For example, Asian tourists tend to travel in large groups, which can attract public attention from larger distances. In addition, these large groups prefer to travel in coaches, which park for short periods in densely used central urban locations to drop off and pick-up tourists. Owing to the short duration of their stay, visitors from Asia remain in the historic city centre and often narrow their activities to purchasing souvenirs and luxury goods, such as famous Swiss watches. Visitor pressure is therefore concentrated in a limited area around Löwenplatz and Schwanenplatz in the historic town, where most shops and attractions are located. Not only are visitor flows in Lucerne limited to a relatively small spatial area but also vary significantly depending on time and date. This leads to temporary congestion in the respective parts of the city with up to 50,000 tourist coaches a year drop off visitors.[6] The high number of visitors in this specific area also affects the characteristics of local shops and traditional stores, which increasingly cater for the tourist needs and not of the local community.[7]

14.2 Actions

Most congestion challenges arise from coaches that stop to drop off and pick up tourists. Consequently, the main issue in discussion in Lucerne involves traffic management. In 2017, the people of Lucerne voted for a repurposing of a coach parking lot at the lakeside into a public park. This decision may be interpreted as a sign against tourism involving large coach buses. Furthermore, politicians started to discuss a parliamentary motion to address the fundamental development of tourism in Lucerne. Therein the motion suggests the development of a strategic vision from City Officials and the local Tourism Board for the mid-term future.

In the last years, several options to divert traffic out of the city centre have been discussed, including the construction of a metro line and a new underground parking. Other options proposed appear less invasive and include new parking lots outside of town reachable by shuttle boats, trains and by pedestrians. To date, none of the discussed measures were implemented as evaluation is still in progress.

Strategy	Objectives	Measures implemented	Main objectives	Stakeholders involved	Results
Promote the dispersal of visitors within the city and beyond	Guiding Chinese free individual travellers (FITs) to less popular places according their needs, behaviour and preferences	Creating special dedicated FIT packages. For example, three days packages for nature lovers or luxury travellers, etc.	Shift focus from group travellers to FITs	Lucerne University of Applied Sciences and Arts and Andermatt Tourism, Bucherer, Bürgenstock Hotels, COTRI, Engelberg-Titlis Tourism, Grand Casino Luzern, Han's Europe, Lucerne Festival, Lucerne Tourism, Matterhorn Gotthard Bahn, Radisson Blue, SGV Group, Swiss Tourism Federation, Swiss Travel System, Switzerland Tourism, Switzerland Travel Center, Titlis Mountain, Zentralbahn	Ongoing
Stimulate new itineraries and attractions	Fostering visits to hidden treasures and off the beaten track attractions	By packaging tailor-made products and distributing these over appropriate channels, for example, by including vouchers into the package to stimulate specific itineraries	Include less popular stakeholders to stimulate a more integrated holiday	See above	Ongoing
Promote time-based dispersal of visitors **Improve city infrastructure and facilities**	To mitigate the effects of tourism congestion	Extra security personal is positioned to oversee the most congested area in front of the most popular watch and jewellery shops at Schwanenplatz. These extra parking guards are paid by the shops	To keep the traffic situation under control at peak times	Private sector stakeholders such as jewelry and watch stores	

Strategy	Objectives	Measures implemented	Main objectives	Stakeholders involved	Results
Enhance visitors' segmentation	Differentiating the Chinese FIT into different segments In the long-term the goal is to not only minimize the effects of mass tourism but shift the strategic focus on FITs	Customer segmentation according dominant travel needs	Creating targeted travel packages	See above	Ongoing
Set monitoring and response measures	Data based strategic decision making	Establish a framework to monitor the long-term effectiveness of measures, residents and visitors satisfaction and tourism development	Develop a preliminary study to better understand visitor flows and propose concrete measures to deal with visitor pressure	Institute of Tourism, Lucerne University of Applied Sciences and Arts and potential stakeholders on governmental level.	A preliminary study has been authorized but it has not yet began

Note: FIT = free individual traveller.

14.3 Conclusions

Based on the case of Lucerne, it is possible to draw some key conclusions:

– Effective tourism congestion is not only an issue of the numbers of tourists, but also of tourists travel mode and behaviour;

– Travel behaviour depends on several factors such as group size, independence of travel, cultural background, language skills, length of stay and many others;

– Large tourism groups travelling in coaches tend to cause the largest impacts on small-scale cities;

– Changes in tourism demand have been developing in recent years in ever increasing speed with comprehensive consequences;

– A diversification from group tourism to individual traveller is to be considered along market source diversification with marketing activities to be focused on quality rather on quantity;

– Further measures to channel visitor flows and to better distribute them temporally and spatially must be considered. Possibly capacity limitations for certain areas must be defined;

– A consolidated long-term perspective has to be established, including the view of residents, policy-makers and tourism stakeholders. This perspective must be based on data, which can be measured; and

– Further research is needed to better understand the causes of the problem and propose the adequate measures.

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3 Ibid.

4 Ibid.

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Case study 15
Macao, China

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15.1 Background

Macao is a Special Administrative Region of China since 1999, following over 400 years of Portuguese governance. The city has a unique Chinese-Western heritage in the form of architecture, cuisine, festival and local tradition. With the new development of different integrated resorts, Macao has become a popular tourist destination in the region since 2003.

The number of international tourist arrivals to Macao (China), reached 18.5 million in 2018, comparing to about 10.6 million in 2008.[1] The visitor profile of Macao is highly homogeneous. Recently concerns related to the increasing number of tourists and their impact on the urban landscape of Macao (China), have emerged. These relate to issues such as the saturation of the urban centre due to overcrowding and congestion from tourists; the lack of infrastructure, the excessive dispersion and the conflicting patterns of old and new developments.

15.2 Actions

Between 2015 and 2017, the Macao Government Tourism Office (MGTO) has commissioned AECOM[2] to create a complete Macao Tourism Industry Development Master Plan.[3]

Two capacity issues were extensively studied for this purpose:

1. The social carrying capacity (SCC) which is the subjective measures perceived and experienced by residents and visitors; and

2. The physical carrying capacity (PCC) such as perceived level of crowdedness, satisfaction with the quality of the environment, satisfaction with transportation services, service quality, tourist attractions and satisfaction with border crossing, etc.

Tourism-related infrastructures and services, including hotel accommodation, restaurant and dining facilities, public buses, taxis and major non-paid visitor attractions, need a careful evidence-based study to better understand the limits of carrying capacity as well as the strategies to handle the growing number of tourists.

The Master Plan has identified eight major areas of action:

1. Diversification of tourism products and experiences in view of the high relevance of the gaming industry;

2. Improvement of service quality and skills;

3. Rebranding Macao (China), as a multi-day destination and targeting high-value visitors, as well as prolonging visitors' stay and encourage spending locally;

4. Multipurpose development of urban areas, integration of the tourist destination and diversification of current infrastructure;

5. Managing Macao, China's, tourism carrying capacity, forecasting tourist arrivals and the capability of handling the influx of tourists;

6. Deploying innovation and technology in visitor marketing and experience;

7. Enhancing cooperation emphasizing co-creation by multi-stakeholders; and

8. Enhancing Macao, China's, position as a core tourism city in the regional and international community to place the city as the entertainment and gaming hub in Asia.

Strategy	Main objectives	Measures implemented	Stakeholders involved	Results
Stimulate new visitor itineraries and attractions	To emphasize the significance of the food and wine culture of Macao	The successful application of City of Gastronomy under the UNESCO Creative Cities Network (UCCN) in 2017		The City of Gastronomy under the UNESCO Creative Cities Network (UCCN) in 2017 has positioned Macao as a creative city and increased its popularity amongst food lovers The success contributes to the positive image of Macao and raises the profile of indigenous culture and food
	Develop virtual reality applications to famous sites and attractions to complement onsite visits	The intention is to use technology to improve current facilities. For instance, the use of augmented reality (AR) to enhance family 'edutainment' experiences		
Enhance visitor´s segmentation	Diversification of the tourism offer	The introduction of marine tourism products	The marine tourism is jointly organized by the Cultural Affairs Bureau (IC), Sports Bureau (ID), MGTO, and the Institute for Tourism Studies (IFT)	The popularity of this project encourages public discussion concerning the utilization of the space for further diverse activities to attract visitors
Create city experiences that benefit both residents and visitors	Introduction of the concept of *edutainment* for family tourism	*Anim'Arte Nam Van* where families can enjoy the waterfront scenery and participate in water sports. Further developments are located in specific cultural districts to stagger the crowds, such as the traditionally working-class neighbourhood of St. Lazarus is emerging as a hotspot of creativity, cafes, architecture practices, galleries and studios		

15.3 Conclusions

The economy of Macao (China), is at a critical crossroad. It seeks to diversify into areas other than gaming. The overall objective is to diversify tourism products and experiences by introducing new elements, iconic products, enriched experiences and retail possibilities. It is necessary to point out that considering that Macao (China), has integrated resorts where tourists can play and spend leisure times inside the complex, there are also important issues related to how can tourism be better integrated in the city. Another issue not covered here is the concept of 'honeypot' used in tourism planning. A 'honeypot' site is a location attracting a large number of tourists who due to their numbers, place pressure on the environment and local people. For example, directing all traffic to the Ruin of St Paul, the most famous tourist attraction in Macao (China), instead of other major attractions to preserve history and heritage. The use of 'honeypots' can protect fragile environments while satisfying tourists. To some extent, 'honeypots' have the added benefit of concentrating a large number of income-generating visitors in one place, thus developing that area, and in turn making the area more appealing to tourists.

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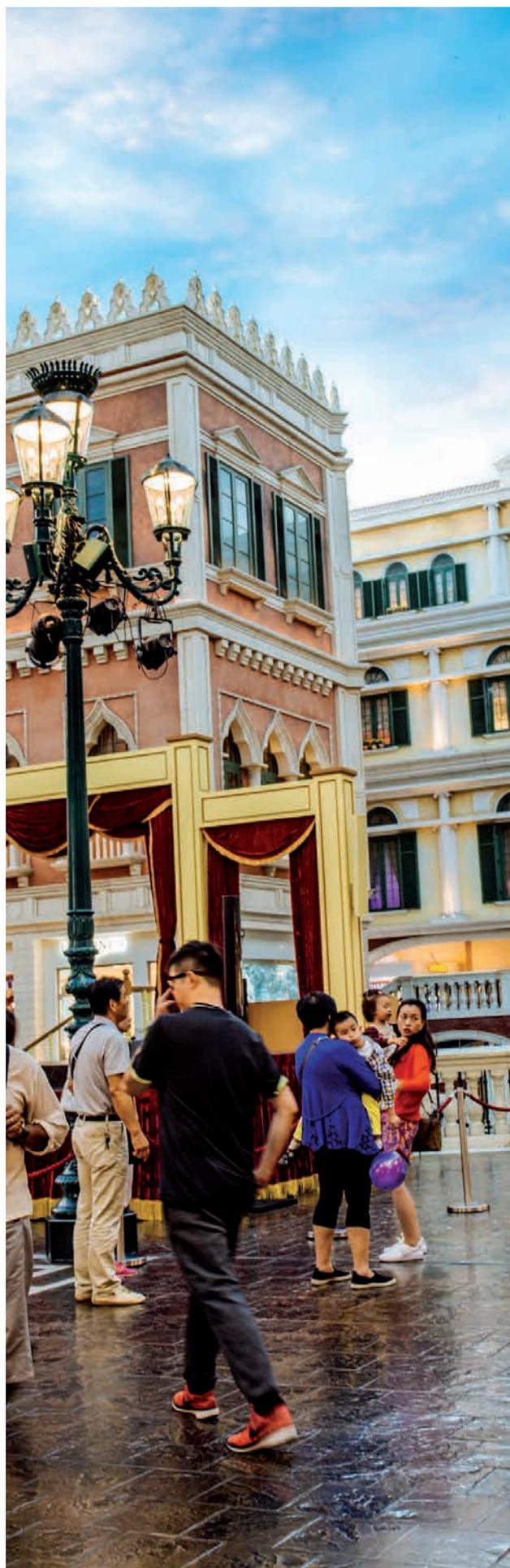
Case study 16
New York City, United States of America

Ms. Kaitlin Worobec, sustainable tourism consultant

16.1   Background

New York City is one of the world's most iconic cities and also one of the most visited. In 2017, New York City attracted 62.8 million tourists: 13.1 million international tourists and 49.7 million domestic tourists.[1] Visitation has grown so much that New York City has experienced record high numbers of tourists for the last eight years in a row.[2]

Leisure travel is the dominant segment in New York City (79%) however business travel is still very strong (21%).[3] Direct visitor spending in 2017 amounted to over USD 45 billion, resulting in an estimated USD 65 billion in total economic impact.[4] Tourism generates nearly USD 6.5 billion in state and city tax revenues and supports 385,000 jobs.[5]

In recent years, New York City's tourism growth has created several issues: overcrowded sidewalks, lack of tour bus parking, overcrowded subway trains and the perception that Airbnb is pricing residents out of their own neighbourhoods by driving up rental prices.[6] The city also faces issues of seasonality and uneven distribution of visitors throughout the city. In order to address these issues and the growing visitor pressure, the city's destination management organization (DMO), NYC & Company, along with other local stakeholders, have implemented the following measures.

16.2 Actions

Strategy	Main objectives	Measures implemented	Stakeholders involved	Results
Promote the dispersal of visitors within the city and beyond	Promote visitor attractions and facilities in less visited parts of the city and its surroundings	Disperse visitors to the outer boroughs and less well-known neighbourhoods to spread the benefits of tourism through actions such as the ´True York City´ campaign	NYC & Company	The 'True York City' campaign encouraged visitors to explore deeper and discover New York City's "true" and authentic culture across the Bronx, Brooklyn, Manhattan, Queens and Staten Island. Dozens of neighbourhood guides, along with associated videos, events, dining and attraction information were made available on nycgo.com
Promote time-based dispersal of visitors	Stimulate events in off-peak months	Increase visitation in January and February using events	NYC & Company, member businesses	Creation of NYC Broadway Week, NYC Off-Broadway Week, NYC Restaurant Week and NYC Attractions Week
	Promotion of off-peak periods during the week	Encourage travellers to extend their stay over Sunday night, when hotels have a significant amount of unused inventory	NYC & Company, member businesses	NYC & Company leveraged the editorial content of nycgo.com to highlight experiences on Sunday nights, including Broadway shows, special Sunday events and Sunday Supper offers provided by member restaurants
Stimulate new visitor itineraries and attractions	Create dynamic experiences and routes for niche visitors	Develop itineraries and highlight unique experiences for special interest visitor segments	NYC & Company, industry partners	To target foodies, NYC & Company developed a partnership with the James Beard Foundation to bring chefs and social media influencers together to highlight the best of New York City's culinary scene. The foodie-themed itineraries are featured on nycgo.com
Review and adapt regulation	Redesign Times Square to create a pedestrian-only zone	Transform Times Square from a congested thoroughfare into a pedestrian plaza	City of New York, local businesses	The redevelopment project added 10,220 m² (110,000 square feet) of pedestrian space, ten new granite benches and designated activity zones to improve pedestrian traffic flow. The transformation has had a significant impact on public safety, air quality and user experience
	Reduce the number of illegal Airbnb listings	Review regulation and taxation of new platform tourism services (accommodation through 'sharing economy')	City of New York, Airbnb, local residents	New York City introduced the 'One Host, One Home' policy in 2015, which defines that each Airbnb host cannot own and advertise more than one property on the site. As a result, Airbnb has removed over 5,000 listings by hosts with multiple listings
Enhance visitors' segmentation	Identify and target visitor segments with lower impact according to the specific city context and objectives	Position New York City as a family-friendly destination	NYC & Company, private sector partners	NYC & Company developed a partnership with Nickelodeon to use several of their characters as Official NYC Family Ambassadors. The campaign featured the characters exploring New York City through itinerary-style illustrations as well as interactive SMS technology. Since the launch of the Family Ambassador initiative, New York City has seen a 15% increase in family travel

Strategy	Main objectives	Measures implemented	Stakeholders involved	Results
Create city experiences that benefit both residents and visitors	Develop the city to fit with the residents' needs and desires and consider tourists as temporary residents	Redevelop Bryant Park and create a public space where people feel safe	Bryant Park Corporation, City Parks Department, local businesses	The project cleaned and upgraded the area, created a safe and clean public space that people of all ages can enjoy. Today the park is the jewel of midtown Manhattan and land values near the park have increased dramatically. Bryant Park is also an excellent example of how a public park can be financed with private funding
		Repurpose disused industrial infrastructure (an elevated rail line) into a public green space	City of New York, Friends of the High Line (non-profit conservancy), and local businesses	The High Line project created an experience that both residents and tourists are drawn to and created opportunities for local businesses. Thousands of plants growing on the High Line also contribute to improving air quality and quality of living
Improve city infrastructure and facilities	Provide improved public facilities (e.g., free Wi-Fi, phone charging stations, way-finding information)	Repurpose old pay phones throughout the city with state-of-the-art communications kiosks	City of New York, City Bridge, advertising partners	As of November 2017, more than 1,000 Link kiosks have been installed in New York City's five boroughs. In addition to supplying free high-speed Wi-Fi, the kiosks also provide free phone service to anywhere within the United States of America, USB ports to recharge devices and a built-in tablet to access info on City services, maps and directions
	Stimulate bicycle rentals	Encourage residents and visitors to cycle around the city with affordable bike rentals in the framework of the City Bike program	City of New York, Citi Bike, local residents	The Citi Bike programme now provides more than 750 docking stations and 12,000 bikes in 60 neighbourhoods. Since the launch of the programme, riders have taken over 50 million trips
Communicate with and engage local stakeholders	Promote the positive impacts of tourism and create awareness and knowledge of the sector amongst local communities and government agencies	Clearly communicate the benefits of tourism to residents and other city departments and agencies in terms that are relevant to each stakeholder	NYC & Company, City of New York	Both New York City & Company and the City actively promote the economic benefits of tourism, from visitor spending and employment to city and state tax revenues. They also highlight how much these tax revenues save New York City households on average. #seeyourcity on Instagram alone
	Encourage locals to share interesting content about their city on social media	The 'See Your City' campaign inspired locals to explore the city's five boroughs and share their favourite spots on social media	NYC & Company, local residents	The 'See Your City' campaign focused on inspiring residents to visit lesser-known neighbourhoods of the city and share their "must see" picks on social media with the campaign hashtag, providing a resource and inspiration board for locals and visitors alike. The campaign is now in its fifth year, with over 380,000 images tagged

Strategy	Main objectives	Measures implemented	Stakeholders involved	Results
Set monitoring and response measures	Monitor key indicators such as seasonal fluctuations in demand, arrivals and expenditures, patterns of visitation to attractions, visitor segments, etc.	Provide NYC & Company members and other industry partners with relevant data that helps them make better business decisions	NYC & Company	NYC & Company's research team reports on visitor volume and spending, tracks the economic impact of tourism and conducts research on key visitor market segments

16.3   Conclusions

NYC & Company is recognized as one of the premier tourism marketing agencies in the world and its efforts have helped to attract record numbers of visitors to New York City. The addition of nearly 30 million more tourists over the past two decades has fueled economic growth, however the city's policymakers have done little to accommodate this influx.

It is crucial that New York City makes tourism a larger part of the city's economic development strategy and develops a comprehensive destination management plan to address the unique challenges of sustaining more than 60 million tourists per year. This will require a joint effort between the city's Economic Development Corporation, NYC & Company and the Department of City Planning, as well as the collaboration of agencies such as the Department of Transportation and the Department of Small Business Services. It is also necessary for the city and state to invest in infrastructure and expand the capacity of the city's airports, public transit, roads, sidewalks and parking to improve the experience for visitors and residents alike.

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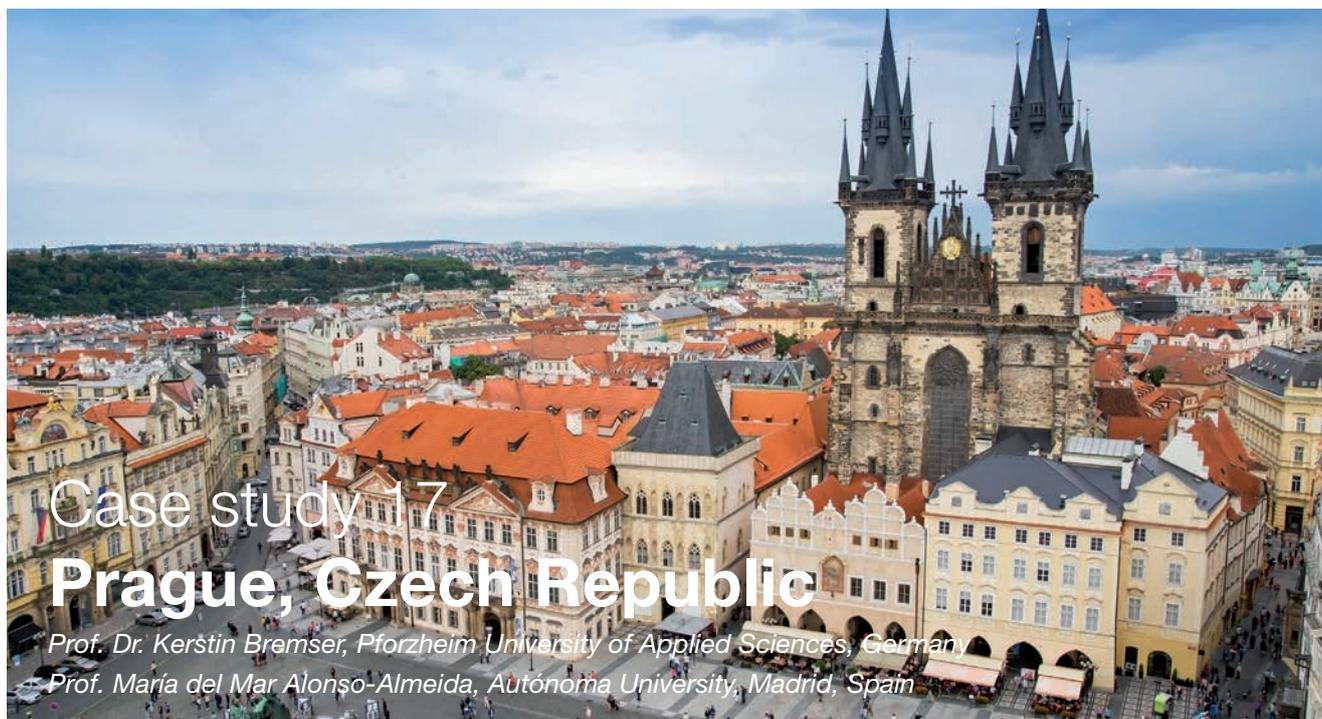
Case study 17
Prague, Czech Republic

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17.1 Background

Prague is nowadays one of the top 20 city tourism destinations worldwide.[1] Based on the overnight stays data Prague ranks among the top ten tourism destinations in Europe, registering a very high tourism density with an average of 43,300 tourists per day in 2016.[2] Whereas some cities such as London or Paris show a sprawled pattern of tourism flows, meaning that tourists spread more or less evenly throughout the city,[3] in Prague, most tourists concentrate on a part of the city, the so-called royal way.[4] The royal way is the coronation road of Czech kings and comprises Prague's most beautiful and well-known attractions. It is part of the historic centre of Prague which is listed among the UNESCO's World Heritage list since 1992. In the 1990s, Prague welcomed and needed the income generated through international tourism. Thus, zoning laws were liberalized, new hotels and tourism infrastructure was developed. However, unlike cities such as Vienna, hotels in Prague are not evenly distributed around the city but clustered.[5]

Due to the popularity amongst visitors, streets on the royal way are often crowded and the local infrastructure is much aimed towards tourists.[6] Many residents avoid these crowded areas and turn to other parts of Prague for shopping or leisure time activities.[7] In recent years, an increase in air traffic at the Prague airport and the arrival of low-cost carriers has also led to a growth in visitor numbers.[8] According to Barborá Hruba, a spokesperson for Prague City Tourism, the city can still cope with more tourists, however, measures have to be taken in order to assure a pleasant atmosphere for both visitors and locals.[9] Tourism is an important contributor to the local economy[10] and there is no record of important actions from residents against tourism. Different stakeholders (e.g., Prague City Tourism, City Council) are currently working on different aspects to ensure a livable city for residents. In the following section, the main strategies being employed are highlighted.

17.2   Actions

Strategy	Objectives	Measures implemented	Main objectives	Stakeholders involved	Results
Promote the dispersal of visitors within the city and beyond	Introduce tourists to less visited parts of Prague[a,]	Prague City Tourism publishes several brochures with itineraries out of the centre and in the outskirts. A total of five walking routes have been developed in order to reduce the number of tourists in the city centre[b] A quarterly newsletter is published and websites have been created to disseminate information Tourist information centres actively promote these itineraries and also cooperate with the neighbouring central Bohemian region in order to market these attractions	To advertise lesser known parts of the city To show tourists the beauty of the quarter they are staying in To allow for better distribution of tourists	Prague City Tourism, residents and neighbouring regions	So far, the strategy has been successful, since lesser known parts of the city are being visited. However, the centre has not been considerably relieved since visitor numbers are still increasing and almost no tourist coming to Prague will miss the Royal Way[c]
Review and adapt regulation	Ensure that Prague is a safe and livable city, for tourists as well as residents	Ban Segways from the historic centre's narrow streets to reduce the risk of accidents and ease the flow of traffic[d] Install a special anti-conflict team that patrols the busiest areas at night in order to remind tourists of the quiet time period after 10 p.m Close crowded areas which are most popular among tourists to avoid too much noise bothering residents Open up new areas among the river banks to appeal to tourists without disturbing residents		City Council, residents and local businesses	The city has become safer Annoyances caused by tourism at night are more evenly spread
Enhance visitors' segmentation	To attract new tourism segments and high-end tourism[e]	Prague City Tourism actively promotes the city as a suitable conference venue and as a location of choice for international film productions Tax incentives have been introduced for film producers in the form of a 20% cash grant on all spending in Czech Republic upon presentation of receipts	To attract new segments	City Council, Prague City Tourism, Tax authorities; Czech Film Fund	Prague has been ranked among the top-10 conference locations in the Europe, Middle East and Africa region for the years 2016 and 2017[f] Film productions in Prague are increasing
Create city experiences for both residents and visitors	Create a city culturally active by enhancing the offer of cultural activities	Foster the development of cultural activities Establishment of a creative centre to facilitate implementation			

Strategy	Objectives	Measures implemented	Main objectives	Stakeholders involved	Results
Improve city infrastructure and facilities	To improve life for residents by easing traffic and mobility in the city	Increased investment in urban planning in order to improve public transport, infrastructure and increase e-mobility, cycling paths and better connect the airport to the city[g] Improve urban planning measures		Prague City Assembly, Central Government, Prague Institute of Planning and Development, Magistrate of Prague	Due to the establishment of and efficient transport infrastructure as well as the most recent implemented changes, Prague ranked 5th in the Sustainable Cities Mobility Index[h]
Set monitoring and response measures	Ensure tourism numbers are sustainable and within the carrying capacity determined for the city	According to Prague City Tourism, a sustainable number of tourists for the historic city centre per year could be set at 10 million		Prague City Tourism	

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17.3 Conclusions

The city of Prague is aware of the impacts arising from tourism growth and has brought many measures under way. According to Barborá Hruba, spokesperson at Prague City Tourism, officials believe a sustainable limit for tourism to the city has to be set by 10 million tourists per year, which has not been reached yet. Therefore, right now is the moment for the authorities to act and prevent sentiments from turning against tourism. As the spokesperson for Prague City Tourism stated in an interview everything done is directed at locals and tourists because as long as locals love the city, tourists will too. Since income generated from tourism is needed, the city is doing its best to ease the resident's concerns and complaints and has made considerable progress in this sense.

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Case study 18
Venice, Italy

Mr. Jan van der Borg, KU Leuven and University Ca'Foscari Venezia

18.1   Background

The Italian city of Venice has become a much-quoted example of a destination struggling with what is now frequently called 'overtourism'. Over the past 25 years, the number of tourist arrivals has quadrupled.[1] At present, the number of day visitors is estimated to amount to almost 24 million per year, almost five times as many as at the end of the 1980s.

These trends are influenced by a number of fundamental developments in tourism, some of which have happened on a global level, others on a European or even an Italian level, such as:

– The rising of low-cost airlines that allow more people to engage in city tourism. This has certainly positively influenced the number of people who visit heritage cities in general, and Venice in particular;

– The emergence of the 'sharing economy', facilitated by the diffusion of the Internet as an indispensable instrument for tourists to access information, reserve tourism products, and share their experiences with others;

– The shift of the economic barycentre towards Central Europe, Asia, and South America. In fact, Brazilian, Chinese (the sixth market for Venice), and Russian markets have gained importance, and their contribution to total tourist expenditure has grown considerably during the last decade;

– Traffic dispersal from destinations affected by crisis to others, including Venice;

– The increasing popularity of cruise tourism for which Venice is an attractive port of call, and its impact on Venice's relationship with tourism in general has grown over the years; and

– The diversification of the supply of accommodation, from 2,000 onwards, with the rise in the number of Beds & Breakfasts, and more recently, of private apartments that are offered and reserved through dedicated web portals like Airbnb, and couch-surfing schemes. Moreover, more than 7,000 beds were created around the area of Mestre Station, a 10-minute train trip from the historical centre of Venice.

The developments mentioned above have profoundly changed tourism in Venice and have led to an intensification of the discussion on whether tourism in Venice has become more or less sustainable over the years. Since the end of the 1980s, sustainability of tourism development in Venice has been strongly linked with the concept of carrying capacity. In fact, the carrying capacity of Venice has recently been estimated by the Department of Economics of the University of Venice to be around 18 million visitors per year (of which 45% tourists and 55% excursionists). Currently, Venice is visited by approximately 30 million visitors a year (of which only 20% tourists and 80% excursionists).[2]

Given this situation and the fact that the continuous expansion of international tourism is expected to continue, it has become evident that the implementation of an innovative tourism policy is urgently needed to manage tourism in Venice. Many policy proposals have been already put forward but most of them are still in an initial phase.

18.2   Actions

Strategy	Measures implemented	Main objectives	Stakeholders involved	Results
Promote the dispersal of visitors within the city and beyond	The *Detourism* project	Enhance alternative spots and activities to avoid concentrations of visitors in space	City of Venice and local businesses	Marginal
Promote time-based dispersal of visitors	Organisation of events in the shoulder season	De-seasonalize tourism pressure	Cultural organisations, part of them owned by the City of Venice (e.g., MUVE)	Marginal
Enhance visitors' Segmentation	In various studies and policy papers, 'desirable' and 'less desirable' visitor segments have been defined. Excursionist and cruise tourists are examples of the 'less desirable' visitors. However, due to the controversy that surrounds the idea of desirable visitors and the fact that a concrete choice may affect the income of particular sectors of tourism, measures to market Venice selectively have never been implemented	Requalify tourism demand and tourism supply	City of Venice, Universities of Venice, business organizations, tourism organizations, Airbnb	Marginal
Ensure local communities benefit from tourism	Recently, a 'disembarking tax' has been proposed, a tax that is to be paid by day visitors and that may replace the bed tax paid by overnight tourists. The money raised would (partially) be used to compensate residents and/or invest in congested parts of the urban system		National government, City of Venice	Operative from May 2019
Improve city infrastructure and facilities	The local transportation system managed by the municipal firm ACTV has been constantly upgraded and modernized. Moreover, the main access points Piazzale Roma and Santa Lucia train station were refurbished	Improve local public transport for both residents and visitors	ACTV and AVM	Investments have allowed ACTV to serve more residents and visitors. The access points were rationalized. The principal bottlenecks in the peak periods, however, remain
Set monitoring and response measures	A 'cabina di regia' (control room) will be dressed up in 2019 that should be supplying real time information to the local police forces so that visitor flows can be managed more smoothly	Manage visitor flows better and avoid situations of evident danger due to congestion	City of Venice	Interesting development that is still in the embryonic stage

18.3 Conclusions

Venice is one of the most popular tourism cities in the world for decades now. The number of studies regarding tourism development and, consequently, the amount of proposals that have been formulated to promote an effective management of the growing numbers of tourists visiting Venice are immense. Notwithstanding, an innovative and holistic tourism policy has yet to be developed by the city and all is stakeholders.

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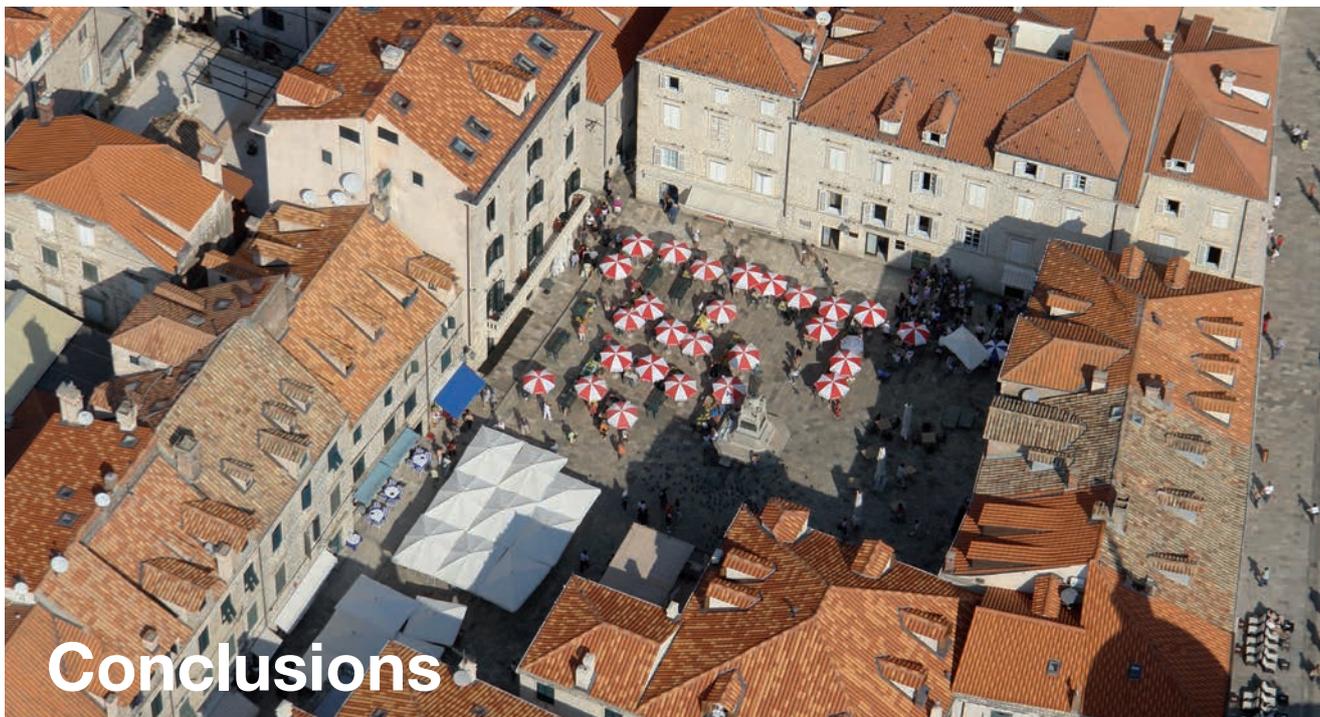
Conclusions

Sustainable and inclusive cities must mean creating cities for all: citizens, investors and visitors.

Advancing the full integration of tourism in the wider urban agenda and the development and implementation of comprehensive destination management is key address the challenges rising from urban tourism growth and the complex interactions between tourism and non-tourism stakeholders.

This report provides an overview of measures taken by 19 cities across Europe, the Americas and Asia and the Pacific with regards to managing rising tourism flows and their impacts.

The case studies provide a wide range of approaches and strategies to the management of urban tourism growth and show that the impacts of tourism are diverse, complex and multidimensional.

Despite the diversity in context, unique geographical characteristics as well in current state of tourism development, the concerns and challenges raised the most often appear to be essentially the same: congestion in specific locations and sites at specific moments, mobility, pressure on infrastructure and resources, decrease in 'place' authenticity and impact on social fabrics and residents daily lives.

From the different measures implemented or under implementation in each destination it becomes clear that there are no 'one-size fits all' and that any successful destination management strategy needs to be context specific.

Among the eleven strategies identified for the report,[1] not surprisingly, the most common measures currently being implemented by destinations relate to the dispersal of visitors within the city and beyond which shows the pressing need to manage tourism congestion in certain areas and attractions.

Moreover, measures with the aim of improving the city infrastructure and facilities are also frequently mentioned, reflecting the fact that many challenges are linked not only to the growing number of visitors but also to the pressure placed by residents, commuters and tourists on the city's resources and services.

In some destinations, tools to regularly monitor and measure key indicators like carrying capacity or residents' satisfaction have already been adopted or are under development by authorities, yet much is yet to be done to implement an holistic approach to measuring sustainable tourism at destination level and maximize the opportunities brought by technology. In this regard, the UNWTO Network of Sustainable Tourism Observatories can be a model to consider as it provides a framework for the systematic, timely and regular monitoring of resource-use and a better understanding of the impact of tourism in nine areas – seasonality; employment; economic benefits; governance; local satisfaction;

energy management; water management; waste water (sewage) management; and solid waste management (http://insto.unwto.org).[2]

For the majority of the case studies, steps to evaluate the effectiveness of the measures have not yet been made. Based on the examples in this report, it becomes clear that implementing specific measures focusing solely on altering visitor numbers and travel behavior will not suffice. An effective approach to the management of visitors will only be successful if a comprehensive and long-term planning strategy is adopted based on a multi-action, multi-stakeholder participatory approach including the local residents.

Finally, as highlighted in the strategies outlined in this report, urban tourism management will necessarily require action or assistance from actors that are not directly involved in the tourism sector. In different urban destinations, efforts towards increasing cooperation between different groups of stakeholders seem to have been acknowledged. On the long term, to ensure that tourism in cities continues to be a crucial socio-economic driver and managed to the benefit of local residents and tourists alike, it is fundamental that the cooperation across sectors grows and measures taking into account the wider city policy structure are implemented.

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2   For further information, see the official website of the World Tourism Organization – International Network of Sustainable Tourism Observatories, available at: http://insto.unwto.org/ (26-02-2019).

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The first volume of the report *'Overtourism'? – Understanding and Managing Urban Tourism Growth beyond Perceptions* examines how to manage tourism in urban destinations to the benefit of visitors and residents alike, showcasing eleven strategies and 68 measures to help better understand and manage visitor growth in cities.

This **second volume** includes 18 case studies across the Americas, Asia and the Pacific and Europe – Amsterdam, Antwerp, Barcelona, Berlin, Besalú, Cambridge, Dubrovnik, Edinburgh, Ghent, Hangzhou, London, Lucerne, Macao, China, New York, Lisbon, Seoul, Porto, Prague and Venice – on how cities are implementing the following eleven strategies:

1. Promote the dispersal of visitors within the city and beyond;
2. Promote time-based dispersal of visitors;
3. Stimulate new visitor itineraries and attractions;
4. Review and adapt regulation;
5. Enhance visitors' segmentation;
6. Ensure local communities benefit from tourism;
7. Create city experiences that benefit both residents and visitors;
8. Improve city infrastructure and facilities;
9. Communicate with and engage local stakeholders;
10. Communicate with and engage visitors; and
11. Set monitoring and response measures.

The **World Tourism Organization (UNWTO),** a United Nations specialized agency, is the leading international organization with the decisive and central role in promoting the development of responsible, sustainable and universally accessible tourism. It serves as a global forum for tourism policy issues and a practical source of tourism know-how. Its membership includes 158 countries, 6 territories, 2 permanent observers and over 500 Affiliate Members.

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