

PICTURE



Pro-active management of the Impact of Cultural Tourism upon Urban Resources and Economies

Deliverable n° D5

Deliverable title Format of the Strategic Urban Governance Framework

Task n° 5.2.1

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1. Context and aim of this deliverable

PICTURE aims to develop a strategic urban governance framework for the sustainable management of cultural tourism within small and medium-sized European cities. This framework will help to establish, evaluate and benchmark integrated tourism policies at the local level with a view to maximising the benefits of tourism upon the conservation and enhancement of built heritage diversity and urban quality of life.

The format and content of the strategic government framework will heavily depend on the type of public it targets. Results of the PICTURE project are mostly aimed at municipalities and town councils, which increasingly have responsibilities for cultural tourism development but that often lack expertise to handle state-of-the-art techniques and complex research prototypes. It is hence of utmost importance to produce, besides research reports and academic articles, a practical document aimed at facilitating tourism development procedures in small-and-medium-sized European towns and improve their sustainability.

This deliverable inscribes itself in the development of the strategic urban governance framework. It aims to establish the format of the guideline (paper or electronic) and it will outline its expected content and main objectives.

2. Aim of the strategic urban framework

The strategic framework will help to establish, evaluate and benchmark integrated tourism policies at the local level with a view to maximising the benefits of tourism upon the conservation and enhancement of built heritage diversity and urban quality of life.

It will be heavily based on results gained during the whole research. It is conceived as a publishable document aimed at increasing concern, knowledge and skills about the effects of cultural tourism upon built heritage diversity and urban quality of life. It will be addressed to local authorities in charge of the design and implementation of cultural tourism policies. Its aim is to provide local governments and decision makers with tools to facilitate the assessment of the impact of tourism in a locality, with particular regard to built heritage issues and relevant quality of life parameters, in order to improve their strategies, plans, and policies. It will capitalise existing knowledge and good practices of sustainable cultural tourism in Europe, focusing upon the effects of the sector upon the conservation and enhancement of built heritage diversity and urban quality of life.

In summary, the framework aims at fostering a pro-active approach, facilitating impact assessment, increasing awareness of sustainability issues, favour creative governance strategies. In one word, it aims at sustainability in cultural tourism developments.

This framework has to be distinguished from the guidance on survey methods and prototypes that will have been developed during the research work, even if it often makes reference to these tools.

3. Public of the framework

Recent decentralisation has offered greater opportunities for local authorities across Europe to develop and pursue their own tourism strategies and long-term planning. Yet, they often miss the expertise and instruments to do so. Therefore, PICTURE strategic urban governance framework mainly focuses on small-and-medium sized municipalities and town councils. However, achieving their objectives requires a proper vertical and horizontal integration of their projects with other decision-making bodies. Horizontal integration implies coordinating a series of stakeholders, either from the public or private sectors, working in the domains of transport, accommodation, cultural services, urban planning etc. Vertical integration consists of coordinating the different spatial scales and decision-making levels involved in a typical tourism strategy. The strategic urban governance framework could also be of use for regional authorities and networks of cities, tourism consultants and other professionals (archaeologists, architects, urban planners), especially as meeting one's objectives requires effective integration. The general explanation of key concepts could also benefit a general public.

4. Elaboration Method

The task 5.2 "*Elaboration of strategic urban governance framework for cultural tourism*" is lead by the coordinator of the project (LEMA). The Strategic Framework will be developed incrementally, so as to allow its progressive refinement through feed-back loops between the consortium and the EAB and the EEUG. It has been structured along four successive subtasks: definition of the format (5.2.1), elaboration of the structure (5.2.2), preliminary version (5.2.3) and finalisation (5.2.4) of the framework. The preliminary version of the framework (task 5.2.3) will be delivered prior to the second meeting of the EAB on month +30. The framework will be finalised for the end of the project, thus at month + 36.

5. Task 5.2.1- Format of the framework

Information and knowledge gathered by tasks 1.1, 2.1, 3.1 and the first results of 5.1 have been mobilised to elaborate an expectation brief for the PICTURE framework.

Task 1.1. consisted of the elaboration of a multi-dimensional matrix of i) likely positive and negative impacts of cultural tourism upon built heritage diversity and urban quality of life, ii) existing methods of assessing and predicting these impacts, when available, and iii) proposed policy measures to increase positive impacts and reduce, mitigate or compensate adverse ones.

The elaboration of the matrix was based on an extensive literature review and in-depth interviews with experts in the field (cultural tourism, urban managers, heritage experts and decision-makers), completed by a postal questionnaire addressed to 250 European small- and medium-sized cities. Part of the survey asked specifically what type of instrument would be most helpful to them and what form it should take.

Task 2.1. consisted in the identification of the needs and expectations of local authorities in regard to urban governance of cultural tourism. It was designed to develop a working definition based on the end-users' requirements with regard to an effective urban governance of cultural tourism, which takes account of the subsidiarity principle. Relevant empirical data was collected through a questionnaire administered in the cities associated with the PICTURE project. The survey explored the views and practices of a variety of cities from different Member States all of which employ diverse capacities in local resources, built heritage and local economy and with different backgrounds in respect to tourism development and policy.

Task 3.1.' s aim was to define a preliminary draft Environmental Assessment (EA) procedure applicable to cultural tourism policies and was based on state-of-the-art methods and knowledge gained through the experience of the SUIT research project. This draft EA procedure was phrased according to the traditional EA framework, in terms of screening, scoping, Environmental Impact Statement and monitoring, without forgetting the consultation protocols with statutory environmental authorities, other interested parties and the public.

Task 5.1. is an interactive task, spread over the whole research project. It mainly leans on the Delphi method which has two objectives, first to elaborate a vocabulary and reference framework, commonly exploitable by all partners, and second to mobilise step-by-step respective knowledge with the view of integrating it in coordinated knowledge. At the time of writing only the first round of the Delphi has been carried out, and only these results have been integrated. We believe this should not affect the format of the framework.

The results obtained from these tasks indicate that a combination of traditional resources (paper, a brochure or folder) with digital resources (website or CD-rom) would best suit the aims of the framework. This would allow a minimisation of the digital gap and the ease brought by paper formats, combined with the adaptability of the digital format, its customisation, look-up and updating possibilities. It would also easy links to other points of information as research highlighted a desire to know not only what to do but also where to look. It has still to be decided whether the paper version will be a shorter version of a more dynamic website version or whether they will replicate one another. The technical feasibility of a database also remains to be checked.

A strong desire for an adaptable, customisable, simple and usable was present among the expert interviewed. Yet, in order to respect local and global diversity and not underestimate challenges, one needs to keep an eye on the dangers of oversimplification. The idea of a resource centre often came to light and might offer a solution to this dilemma.

6. Working suggestions for the content of the strategic urban governance framework

This document does not aim at defining the structure of the strategic urban governance framework. This will rather take place in D15: Structure of the strategic urban governance framework for cultural tourism. Some general guidelines and suggestions will however prove helpful to indicate the general direction the document will take and allow discussion before the next deliverable, due at + 18.

The survey on tool expectations carried out in the context of Task 1.1., showed that a combination of theory and practice would work best. Theory in order to raise underlines challenges and opportunities, increase knowledge about cultural tourism, impact assessment, governance methods, etc. And practice in order to find solutions or paths to take or avoid according to set up goals.

On basis of the different tasks carried out, our literature surveys and the input from local deciders, the following suggestions can be made. The theory section could have five different chapters, as following:

- **Challenges and opportunities.** This section highlights current trends in cultural tourism development in Europe. It then introduce the issues of sustainability in tourism through the presentation of likely positive and negative impacts of tourism on built heritage diversity, quality of life and local economies (matrix of task 1.1). Four key principles of cultural tourism strategic policy-making are then introduced and discussed: stakeholder cooperation, respect of cultural diversity, public participation and long-term monitoring.
- **Governance.** Main actors of tourism development at the local level are identified. Issues of leadership and partnership are then discussed in the perspective of a more integrated approach towards cultural tourism strategic development. This section further identifies innovative strategic objectives/actions to support sustainable cultural tourism within towns.
- **Urban cultural resources.** This section concentrates on resources of cultural tourism. It is especially targeting material assets and built cultural heritage, with a view on intangible heritage when it forms part of the authenticity of these resources. A taxonomy of cultural attractors is then introduced in relation with urban governance framework.
- **CTIA procedure.** This section presents the overall CTIA procedure and details each of its stages. It briefly refers to methods developed in WP1&3 to assess impacts of cultural tourism and present innovative quality indicators considering both tourist's and resident's view.
- **Glossary.** A glossary is meant to inform non specialists of the meaning of key concepts and notions used in the strategic framework.

The practice section could amount to two chapters, as following:

- Case studies analysed as worked examples of the CTIA procedure.
- Good practices and innovation processes & tools (IT resource center).

According to results and necessity, all of these chapters can be subdivided or split. If technically, humanly and financially possible, the website could also include a database, searchable on keywords in order to be able to give examples related to size of towns, specific attractions or type of problems faced.