

PICTURE



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

Deliverable n° **D4**

Deliverable title

Vocabulary and Reference Framework

PICTURE Delphi Group

SUMMARY

Task n° **5.1**

Task Leader: **ITAS**

Task partners: **ITAM-ARCCHIP, QUB, FEEM**

**Authors: Edith Besson, Krassimira Paskaleva-Shapira, Elena Bellini,
Barbara Del Corpo, William Malizia, Dino Pinelli, Margaret
Sutherland**

Date: **November 8, 2006**



**SIXTH FRAMEWORK
PROGRAMME**

The PICTURE project is financed by the European Commission, Sixth Framework Programme of Research

Specific Programme: Integrating and strengthening the European Research Area

Activity: Specific activity covering policy-orientated research under "Policy support and anticipating scientific and technological needs"

Priority 3. Underpinning the economic potential and cohesion of a larger and more integrated European Union

Topic 3.6. The protection of cultural heritage and associated conservation strategies

Task 5: Cultural heritage and tourism. Contract n° SSP1-CT-2003-502491

1. Objectives of the deliverable

As an activity which cuts across many disciplines and fields of interest, cultural tourism brings together a variety of stakeholders with different backgrounds and experiences. This array of backgrounds proves very important to understanding and integrating all the intricacies of tourism development. Yet, it also complicates the common understanding of problems, and the sharing of methods and solutions to manage the field. In this context, having a common reference framework is the first key to communication and collaboration among actors. This deliverable aims to show the process through which the PICTURE team debated the key project notions and concepts for the purpose of developing an integrated knowledge on urban cultural tourism. It shows that although consensus is never complete among highly diverse professionals, the process itself proved very useful in understanding each others views and overall, to integrate better as a group of workers. The main outcome of this exercise is a PICTURE Reference Framework, or glossary, based on consensual definitions and visions.

2. Task definition

The PICTURE project brings together partners from different nationalities and cultures, working in diverse and multi-disciplinary fields, from research, policy and practice. This array of backgrounds and approaches is central to understanding the contingencies and scenarios within which the decision-making chains and expert structures in urban cultural tourism are being confronted in every day practice in Europe.

Maximising the management and exploitation of this plurality demands implementation of an appropriate methodology, based on comprehensive analysis and interactive processes. The definition of key terminologies and references of the PICTURE project is critical to building a common framework for research action by the partners involved. The framework can also be of use to the end users in structuring cultural tourism strategies and policies in their localities.

To establish the vocabulary and reference framework of the current study, the Delphi method is used. Delphi is a group process aimed at supporting groups to reach consensus on certain issues or discussions. This creative methodology is based on a structured process for collecting and distilling knowledge from a group of experts, by means of a series of questionnaires interspersed with summarized information and feedback of opinions derived from earlier responses¹. With respect to PICTURE, the Delphi method allows the elaboration of a vocabulary and reference framework, commonly exploitable by all partners. It can also mobilise step-by-step knowledge development with the view of integrating it in coordinated and shared knowledge.

¹ Ritchie et Al. 1994. "Delphi Forecasting" in Witt, S.F. & Moutinho, L. "Tourism Marketing and Management Handbook". London: Prentice Hall.

3. Task Objectives

The task has three main objectives:

- To introduce the urban cultural tourism core themes and terminology for use in the Delphi study;
- To draft Delphi Questionnaires for distribution among the PICTURE partners.
- To report and analyse the results of the two phases of the study and to develop subsequent PICTURE reference framework definitions.

4. Designing the Delphi Questionnaires: Principle Considerations

According to a number of literary sources², the first Delphi questionnaire asks individuals to respond to one or several questions, which are most often open-ended and address broad problems or issues. The second questionnaire is developed on the basis of the information collected during the first round: from the original open-ended questions, a series of structured items are developed. Each subsequent questionnaire is then built upon responses to the preceding questionnaire.

Thus, it is important to be selective in choosing the topics to be included in the first questionnaire. Each issue could raise many debates; answers might highlight a high diversity of opinions and include several propositions. Therefore, in order to reach a consensus on key terms in further stages of the process, the number of open-questions should be kept to a minimum.

5. PICTURE Delphi Group: Process and Methodology Used

As a variety of terms had been already employed by the different ongoing tasks in the first phases of the PICTURE project (notably in task 1.1 and 2.1), a first set of definitions was generated as a basis for debate in the first phase (September 2004 - April 2005) of this task. Two main themes and a number of relevant terminologies were initially identified for the Delphi Round 1, and updated for the Delphi Round 2:

² See for example: Murray Turoff and Harold Linstone, 2002. *The Delphi Method: Techniques and applications*, Newark, Murray Turoff and Harold Linstone Editions; Gordon; T. J. 1994. "The Delphi Method". *Future Research Methodology*, 1994; Ritchie et Al. 1994. "Delphi Forecasting" in Witt, S.F. & Moutinho, L. "Tourism Marketing and Management Handbook". London: Prentice Hall.

Table 1: PICTURE relevant themes and terminologies

Urban Cultural Tourism	Urban Governance
Cultural tourism	<i>Urban governance</i>
Urban cultural tourism	Local authorities
Cultural heritage	Partnership
Built heritage	Public-private partnerships
Cultural landscape	Multi-stakeholder cooperation
Host or local community	<i>Coalition</i>
Destination	Incentive
Sustainable urban tourism	Indicator
Impact assessment	<i>Consensus decision-making</i>
Tourism impact assessment	<i>Governance flexibility</i>
Destination development	Monitoring
Destination management	Evaluation
Integrated urban management	
Urban tourism management	

The terms in *italic* reached full consensus after Delphi Round 1; the terms in **bold** were added for the Delphi Round 2.

6. Delphi Rounds 1 and 2: Results

6.1. Methodology

The first round of Delphi, organised by ITAS, included distributing and collecting Questionnaire 1 among the 13 partners, in order to collect feedback and alternative propositions on the list of key themes and terms identified by the ITAS team. The second Round was organised by FEEM using the same process for Questionnaire 2.

All responses, comments, questions and references were taken into account and included in comprehensive tables available in the full D4 deliverable. They served as a basis to draft new PICTURE definitions.

6.2. Findings

A full partner consensus was achieved after the two rounds regarding the definition of the following concepts: “cultural heritage”, “built heritage”, “integrated urban management”, “urban governance”, “partnership”, “coalition”, “consensus decision-making”, “governance flexibility”, “multi-stakeholder cooperation”, “evaluation” and “monitoring”. Most terms of Part 1 (cultural tourism) and some terms of Part 2 were extensively discussed by the partners. Some challenging comments and inputs were provided. The most controversial identified during the first round arose again during

the second discussion, such as: “cultural tourism”, “urban cultural tourism”, “sustainable urban tourism”, “impact assessment”, “tourism impact assessment”. Some diverging comments remained but in the end, the second round provided enough elements to build consensual definitions for most terminologies. The final PICTURE reference framework only includes the items around which total or close consensus was reached.

7. PICTURE Reference Framework

- ❖ **Built heritage** is the most common manifestation of cultural tangible heritage. It consists not only of buildings but also structures of architectural, engineering or historical significance, notably archaeological sites and objects, open spaces, gardens and parks, archival materials, industrial objects and machines; transportation vehicles and other man-made elements with cultural, social or historical significance.
- ❖ **Coalition** refers to a collaborative process between partners based upon mutual interest and commitment to shared objectives. A coalition can be tightly formed (when it relies on a prescribed system of rules or some form of legal intervention) or loosely (informally) assembled, according to its context and purposes.
- ❖ **Consensus decision-making** is a decision process that not only seeks the agreement of a majority of participants, but also to resolve or mitigate the objections of the minority to achieve the most agreeable decision.
- ❖ **Cultural heritage** has both tangible and intangible components. Tangible cultural heritage refers to the built heritage, cultural landscapes and all man-made elements with cultural significance. Intangible cultural heritage refers to the practices, representations, expressions, memories, attachments, values and beliefs, as well as the knowledge and skills, that communities, groups and, in some cases, individuals, recognise as part of their cultural heritage. This is sometimes called living cultural heritage, and is manifested in oral traditions and expressions, performing arts; social practices, rituals and festive events.
- ❖ **Destination management** is the integrated procedure adopted to manage a tourist region, city, town or other attraction, through the implementation of a planned approach incorporating policies, programmes and partnerships.
- ❖ **Evaluation** is the action of judging an activity in terms of selected criteria (feasibility, desirability, equity, cost-effectiveness, etc.) or comparing two or more items in terms of such criteria. From a policy perspective, it refers to regularly examining the implementation of a policy item (scenario, strategy, plan or project) and seeking to establish the extent to which actions and targeted outputs are proceeding according to the original objectives.

- ❖ **Governance flexibility** refers to various mechanisms for achieving desired policy outcomes, in particular conducting of regular reviews, reassessments and adjustments to new realities and demands.
- ❖ **Host community** is a general concept that encompasses all of the people who inhabit a defined geographical entity, ranging from a country, a region, a town, village or historic site. Members of the host community have responsibilities that include governing the place and can be regarded as those people who have defined or continue to define its particular cultural identity, lifestyle and diversity. They contribute to the conservation of its heritage and interact with visitors, providing them with services, accommodation and suitable means for better understanding their culture.
- ❖ **Impact assessment** is the process of identifying the future consequences of a current, expected or proposed action on an identified area and/or population and forecasting future scenarios for the decision makers.
- ❖ **Incentives**, in the context of policy-making, are tools that encourage actors to act a certain way. Financial incentives refer to some form of material reward in exchange for choosing a particular course of action, whereas moral incentives can be used when particular choices are widely regarded as the 'right thing to do' or as failures by the community. Coercive incentives refer to law enforcement and punitive tools in order to lead actors to the desirable goal.
- ❖ **Indicators** are parameters or values derived from measurements that provide information with regard to a particular phenomenon. They allow decision-makers to evaluate and compare complex environmental and socio-economic data. In a policy context, they enable measurement of quantitative or qualitative objectives.
- ❖ **Integrated urban management** refers to an inclusive process of city administration that considers all potential impacts of development such as economic prosperity and justice, social welfare, environmental quality and cultural conservation, with a view to encouraging democracy and improving quality of life. Integrated urban management may be implemented through comprehensive decision and policy-making.
- ❖ **Local authorities** are the policy-makers, administrators and public managers responsible for local governance at an administrative scale ranging from a small rural municipality, to a large metropolitan authority. The term includes both elected representatives and officials.
- ❖ **Monitoring** involves the measuring and recording of relevant variables (bio-physical and socio-economic) associated with development impacts (e.g. traffic flows, air quality, noise, employment levels). The activity seeks to provide information on the characteristics and functions of variables in time and space, and in particular on the occurrence and magnitude of impacts.

- ❖ **Multi-Stakeholder Cooperation** takes place when many groups or individuals with divergent interests work together towards the most acceptable or desirable goals and solutions in view of wider community benefits.
- ❖ **Partnership** refers to a process of sustained collaboration, in which distinct organisations (partners, such as public authorities, civil society organizations and the private sector) come together and have equal opportunity to define resources and achieve a shared vision. Partnerships are considered a cornerstone of delivery of 'governance' and innovative tools of policy and action because they can account for both (1) the activity and its resolutions and (2) the implications on the broader community development.
- ❖ **Public-Private Partnerships** are all forms of investments in which both public and private actors are involved".
- ❖ **Tourism Impact Assessment** consists of evaluating the significant impacts that tourism development is likely to produce upon the economy, society, culture and overall quality of life of a given destination, prior to any consent being given for implementation.. It also implies the monitoring of impacts of development during and after implementation, evaluating the monitored data and undertaking remedial action where necessary.
- ❖ **Urban Cultural Tourism** refers to cultural tourism development within the complex economic, political, social and cultural network that confers a unique identity to any given city. It mainly concerns built heritage assets but also includes the intangible elements intrinsic to local activities (shopping, eating, entertainment) and creative industries (design, fashion) which support the overall dynamic urban ambience and provide experiences for cultural tourists.
- ❖ **Urban Governance** refers to the collaborative process whereby a greater number of urban actors can mobilize and cooperate together, to ensure the necessary political and operational consensus required to directly affect the every day life of all members of an urban community.

8. Conclusions

The length and practicality of the evolving definitions emerged as an area of concern during this exercise. However it is argued that these concerns relate to all types of consensus-building operations: they take time but in order to be inclusive, resolve conflict and achieve agreement, this inevitably may result in over complex or oversimplified concepts based upon the lowest common denominator. This is the reason why this PICTURE reference framework is not intended to replace existing operational definitions provided by other professional associations. Instead, it aims to encourage urban cultural tourism decision-makers and stakeholders to acknowledge the complex nature of cultural tourism, and to be aware that in choosing narrow definitions potentially this may restrict the scope of cultural tourism policies and strategies. Motivations behind tourism development (as expressed by cities) and evaluation of tourism's 'sustainability' by researchers and experts differ greatly in the criteria used. In providing a common ground for thought and action, this PICTURE reference framework contributes to integrated practical and theoretical knowledge on tourism. It encourages urban decision-makers to recognize the variety of cultural tourism impacts, and to address the challenge posed by governance in this context.