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PLANNING CITY TOURISM DEVELOPMENT: PRINCIPLES AND ISSUES

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Abstract: Contemporary trends on the world tourism market show that the number of tourists attracted by the cities is growing. Urban tourism is a growing tourism market and especially are attractive the cities in Europe. The cities as an important tourist destinations came of age during 1980s. The local governments came to recognize that tourism could have a role in urban economic development. The invisibility of tourism in cities partly arises from the fact that many facilities are used both by residents and visitors. Improving these facilities therefore provides benefits for local residents as well as assisting the promotion of tourism.

City tourism development plan should be prepared as an integral part of global economic and social development plan of the city, with the main aim to integrate the tourism in existing urban economic development, and at the same time to prevent conflict situations. Tourism development in the city needs a network and cooperative relationships between local government, tourist organization, tourist agencies and different organizations/institutions in the city; public-private partnership is a must.

In the paper are analyzed the main attributes, principles and goals of the tourism in the cities.

Key words: tourism planing, city tourism development.

Sažetak: PLANIRANJE TURISTIČKOG RAZVOJA GRADA: NAČELA I SPECIFIČNOSTI. Suvremeni trendovi na svjetskom turističkom tržištu ukazuju na rastući broj turista kojima su privlačni upravo gradovi kao turističke destinacije. Taj proces se posebno ističe nakon 1980-tih godina. Urbani turizam, dakle, pokazuje tendenciju stalnog rasta, a za turističko tržište posebno su atraktivni europski gradovi. Lokalne vlasti u gradovima uvidjele su da turizam može imati značajnu ulogu u ukupnom ekonomskog razvoju grada. Najveći broj objekata u gradovima koriste istodobno i turisti i lokalno stanovništvo, stoga unapređenje kvalitete tih objekata istodobno povećava kvalitetu turističke ponude, ali i kvalitetu života lokalnog stanovništva.

Plan razvoja turizma grada treba biti pripreman kao integralni dio globalnog ekonomskog i društvenog razvoja grada, s glavnih ciljem integriranja turizma u postojeće ekonomsko okruženje grada, uz prevenciju potencijalnih konfliktnih situacija. Turistički razvoj grada zahtijeva mrežu kooperativnih odnosa između lokalne vlasti, turističke organizacije, turističkih agencija i različitih organizacija/institucija u gradu. Realizacija projekata podrazumijeva različite oblike javno-privatnog partnerstva.

U radu se analiziraju glavna obilježja, načela i ciljevi razvoja turizma u gradovima.

Cljučne riječi: turističko planiranje, razvoj turizma u gradovima.

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1. INTRODUCTION

Within the contexts of growing new destinations on the world tourist market, the cities could be seen as a permanent attracting factor for tourists. Old European cities, with great history and cultural heritage, beautiful architecture and special »spirit« are popular destinations and have many economic benefits from tourism, but at the same time have to deal with the specific problems which arise with tourism development.

Tourism in the cities is not just an economic activity; tourism influences on the image of the city and influence on the local inhabitants everyday lives.

2. CITIES AND THE TOURISM MARKET

In last two decades tourism market has faced the significant changes is preferences of tourist. Tourists are becoming more and more demanding and their attitudes towards leisure time changed. Nowadays people want to travel and to see and experience as much as possible during their trip. Tourism became a way of informal education for tourists. Nevertheless, the choice of destination made will obviously depend on the opportunities. Easier, cheaper and faster transportation has greatly widened the choice of destination available. The private sector, aware of growing demand and opportunities for profit, has invested in attractions, hotels and catering as well as providing a great deal of infrastructure and attractions, often as a deliberate policy to encourage tourism. The topic of this paper is to analyze how cities compete with other types of destination and why should cities be growing in importance.

At first, cities have been analyzed in the scientific tourism literature from the aspect of important generating market. Nowadays cities have a new dimension for tourism and have two roles on the market – they are still important generating markets, but they are also important tourist destinations. The attractiveness of the cities is higher and higher.

Cities are multi-purpose destinations. They attract many visitors to friends and relatives because they have a large population. They draw visitors to their attractions and events because these are often much better developed in them than in other types of destination area. These amenities are being further developed at the moment as a deliberate policy on the part of cities that expand their tourist industry. Museums, concert halls, theatres, arenas, stadiums are being built or improved and potential tourism quarters being redeveloped. Cities also have other advantages to attract tourists. With airports and scheduled services they are easily accessible. Usually there are many hotels built to serve the business traveler which are underused at the weekend. Accordingly, cheap weekend breaks can be offered. (Law, 1997)

Cities, usually, attract different market segments. Cultural heritage of the city attract more educated population of tourists. A more elderly population is also likely to appreciate cultural heritage and prefer it to active outdoor holidays. Young people, on the other hand, are attracted to the excitement found in the city, the entertainment, the night life and sport events. The large city is destination for the business traveler, too.

Business people come because of business activities, meetings, trade exhibitions, permanent education and different logistic services that are available in the city.

The city attracts visitors because of the wide choice of attractions which enables the tourist to make their own selection.

Developing tourism provides cities with the opportunity to open their doors to the world, present their culture, customs, industrial and other achievements, and to build their distinct identity.

To understand the city as a tourist destination it is necessary to understand the concept of a city as a complex social and economic system, as well as a destination offering many facilities and attractions. In the professional literature, tourism that evolves within cities is called city tourism, although it should be noted that some authors make a distinction between city tourism (tourism in small cities) and urban tourism (tourism in large cities). In this paper the term *city tourism* will be used to denote all the tourist activities taking place within a city as a tourist destination.

City tourism refers to tourism-related sojourns in a given city and the comprehensive, year-round, tourist activities in a highly complex and dynamic socio-economic urban system of which tourism is but one, usually minor, part. (Pančič Kombol, 2003).

Cities first became a destination for tourists in the late nineteenth century, especially when they began to draw visitors to various cultural events (world exhibitions, concerts by eminent artists, and so on). Cities were also part of the regular itineraries of round trips taken by tourists of that period, and they were the primary traveling motive for tourists from other continents. The aim of organizing mega events within a city at that time was to attract tourists and promote the city, and in the context of today's reasoning, this can be considered the beginning of the systematic development of tourism in cities.

Continuous, turbulent changes have impacted considerably on the economic orientation of cities. In recent times, cities have begun to formulate development and revitalization plans, in which tourism is featured as a vital factor. This is the reason for opening congress centers, building sports facilities, landscaping parks, restoring cultural and historical heritage, revitalizing industrial heritage, designing and constructing numerous entertainment and amusement facilities.

As a tourist destination, the city should be viewed as a multifunctional area that is used by a large portion of the local population (residents of the city and its gravitating regions), as well as by various segments of tourist with differing references, expectations and traveling motives.

3. SPECIFIC ISSUES IN PLANNING CITY TOURISM DEVELOPMENT TO IMPROVE THE INTEGRAL QUALITY OF THE DESTINATION

Today tourism has become of the utmost importance in the development of a city; it is a crucial marker of the city's image, not only as a tourist destination, but also as a spatial unit of pleasant living. In planning tourism development in cities, a number of specific issues need to be addressed such as the conflicting natures of various development options, traffic-related problems (which tourism only aggravates) especially in city centers, and the excessive pressure placed on certain attractions, which could result in their degradation. Considering the received spatial distribution of buildings and roads within a city, where only minor interventions are possible in the majority of cases, in planning tourism development many elements of the offer (historical buildings, museums, theatres) should be considered at given variables.

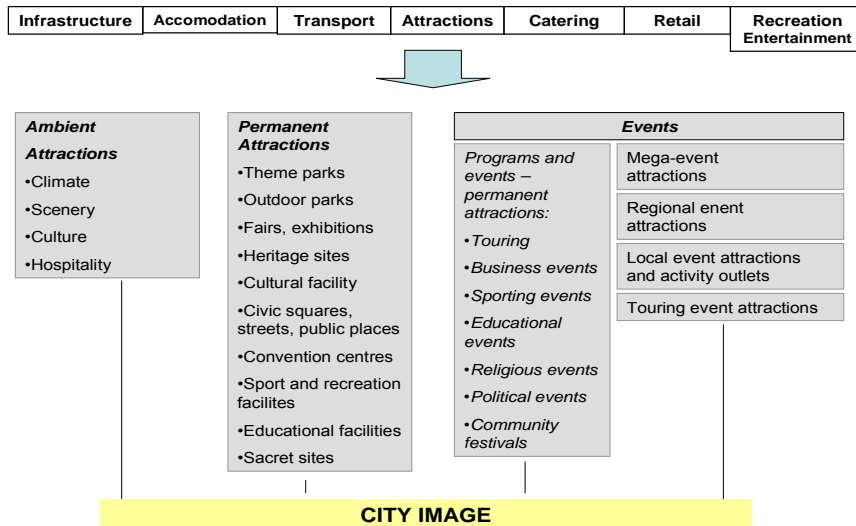
As such elements of the offer are more often than not located within the heart of the city itself, this makes planning the flow of tourists all the more difficult, especially considering that tourism is intended to contribute to increasing prosperity in cities, but in such a way as not to disrupt (to any substantial degree) the living conditions of the residents.

At the same time, the development of city tourism can help to maintain and support various facilities – in particular cultural facilities faced with funding problems. Exposure to tourism can provide such facilities with the new markets and additional sources of income they need. It is this fact that could be the key driving force behind the revitalization of cities or their various parts, especially during the transitional processes which cities are undergoing in their transformation from industrial to service centers.

The strategy that post-industrial cities most frequently search for in spurring their economic growth involves a turn towards information and a service-oriented economy. Their aim is to rebuild their economies on service activities, including leisure time and tourism, as well as financial, information and communication services. This type of strategy focusing on leisure time and spending that are linked to urban restoration calls for investments to the infrastructure and superstructure of the service sector. Old, decrepit industrial sites, warehouses, and ports are being restored to serve a new purpose – tourism. The facilities provided in the restored areas included movie theatres, museums, amusement parks, creative workshops, marinas and others.

The transformation of industrial heritage into service sector facilities, that is, urban restoration in accordance to new objectives set forth calls for investments in creating a new and more attractive image of the city using its competitive advantages over other destinations to foster economic vitality and sustainable tourism. Competitive abilities, attractiveness and the destination image can become key factors in enhancing the economic dimension of sustainable tourism development in cities.

Figure 1: Attractions of the city as a tourist destination



Source: Gartner, 1996, p. 353.

The development of cities should be based on the greatest possible diversification of economic activities. In addition to attracting tourists, a city is important for the development of tourism of the surrounding region because it is a logistics and service centre. Services and activities developed in cities contribute significantly to the quality of the tourist product of the broader region and neighboring destinations.

If it is in any way possible, the development plan of city tourism should be formulated as part of the overall economic and social development plan of the city, that is, focus should be placed on fully integrating tourism development with the overall development of the city while minimizing potentially conflicting situations. The process of planning city tourism development involves:

- Studying the existing situations and surveying the attitudes of residents toward tourism;
- Formulating a land-usage plan;
- Evaluating primary and secondary attractions (existing and potential attractions);
- Analyzing the market and selecting target markets;
- Designing an investment plan according to market opportunities and demands;
- Integrating the objectives of city tourism development and bringing them in line with the economic and social objectives of the city, as well as the broader region.

In constructing new facilities in cities, attention is focused on multi-purpose projects, that is, facilities intended for residents and tourists alike, a tendency which makes it possible to enhance the efficient utilization of such facilities.

Based on the analyses of the present and expected situations in cities of different attributes it is possible to summarize the following basic principles of urban tourism: (Inskip, 1991; Law, 1996)

- Hotels and other accommodation facilities should be located on the easy accessible areas, with attractive and safe surroundings, and near to at least some attraction features, shopping, entertainment facility area
- Good tourist signalization all around the city, especially for walking distance attractions and good quality public transport which will satisfy the needs and expectations of tourists. If possible it is good to organize special public transport for tourists (open buses, boats etc. for sightseeing tour) and taxi service.
- Provision of a wide range of types and price ranges of accommodation and other tourist facilities and services within the framework of the types of market segments.
- Pedestrialization, to the extend possible, of the tourism areas to allow for and encourage walking with a well-developed sidewalk system, walkways through parks, and pedestrialization of shopping areas. The possibilities of tourists walking within the central area and from their hotels to the attractions features should be particularly reviewed because many tourists prefer walking in order to have direct experience with the urban ambience. Nevertheless, pedestrialization is not an automatic cure for central city problems and needs to be carefully investigated in order to determine its optimum patterns before implementation.
- Creation of few tourist routes for sightseeing (one hour tour, two hours tour, half-day tour).
- Improvement of the city appearance with landscaping, interesting architectural styles, park system and opening up views. In most modern cities where there is much pressure for more intensive development, urban design studies and regulations are essential.
- Taking advantage of waterfront areas by locating interesting types of shopping facilities, plazas and walkways along the waterfront oriented to water views.
- Conservation of historic buildings with renovation of their interiors for modern functions. Preservation of complete historic districts. Development of small museums.
- Improvement of tourist attractions where needed and control of visitor flow to prevent congestion of environmental degradation of the attractions.
- Development of infrastructure, good transportation services, ensure provision of adequate water supply, sewage and solid waste disposal so that the infrastructure system are not overloaded, leading to environmental problems.
- Good information services to tourists about what to do and see and the availability of tourist facilities, and of multi-lingual capabilities in tourism enterprises where necessary. Opening of a visitor information center in a strategic location(s), in intensively used tourism areas and streets, tourist information booths located on the street corners and properly identified information officers strolling along the streets are useful techniques to assist tourists.
- Assuring the high level of security for tourists, control the crime in tourism areas (as well as elsewhere) with sufficient police security and inform tourists about how to avoid becoming crime victims by taking protective measures.

- Good organized medical care and make certain that adequate medical facilities services are available to tourists, including through information about these in accommodation facilities.
- Tourism development has to be planned so that it also directly benefits and can be used by residents, does not preempt residents' enjoyment of their urban environment, and reinforces residents' sense of well-being about their city.
- Public-private partnership is a must, as much as effective coordination of activities in order to improve the integral quality of the tourism offer of the city. It is necessary to assure the continuous monitoring of tourism activities.

Some of the most successful tourism cities are those that possess and maintain an overall attractive and sometimes dramatic urban character combined with specific attractions or gateway and staging area functions. The basic site of the city, such as a sea, lake or riverfront or on hills, helps create an attractive and interesting setting.

The effects of tourism development in a city will not be felt to any greater extent without a substantially significant number of tourists, as both tourists and residents alike take advantage of the many facilities offered. Promoting these facilities is beneficial to residents, and at the same time it fosters tourism development. Tourists paying for the use of these facilities contribute to their value and maintenance over an extended period of time in favor of residents. Facilities and tourist attractions that are developed as part of the city tourism development strategy help to start up business activities, which attract investors. In general, city tourism does not display any notable seasonal oscillations, a fact that impacts favorably on employment and business performance.

One of the attributes of a city as a receiving area is its distinctly heterogeneous target segments. Unlike rural or resort areas, cities attract tourists who are motivated by a wide range of reasons: business people, culture and history lovers, tourists looking for entertainment and fun, young people and many others. Large cities, therefore, often develop polycentric tourism, that is, various parts of the city develop offers targeting different market segments with regard to preference and buying power. Also cities can choose to develop any number of different types of city tourism: cultural tourism, event tourism, health tourism, sports and recreational tourism, business tourism, tourism for young people, educational tourism and so on. In this way by attracting different market segments, different age groups and different buying powers, the tourist trade in cities can enjoy year-round operation. The objectives of developing and creating attractions are the results of the tourism development strategy of a city as a tourist destination.

The advantages cities can derive from tourism are manifold (Pančić Kombol, 2003). They are:

- (a) Economic advantages (jobs, foreign trade, incentives to developing other activities)
- (b) Social advantages (intercultural exchange, promoting new life styles, preserving cultural values and customs)
- (c) Development advantages (infrastructure, recreational facilities, modernization).

Tourism development that strives to support the economic vitality and competitive ability of local companies and the local economy of the city as a tourist destination is encouraging local companies to continue to collaborate in promoting tourism with long-term objectives (Achana, 2003).

The theory of sustainable development can also be applied to tourism development in cities. Unlike in other tourist destinations, in city destinations the major issues of sustainable tourism development are more closely related to culture, the built environment and social interaction than to ecological systems. The key elements of sustainable city tourism development include the following: (Getz, 2003)

- The central issue of urban sustainability should rest on the fact that, although tourists and residents interact in public areas, the resources of the city must be preserved to maintain the quality of life of the local population, above all.
- The second singular platform of sustainable development in cities is the built environment.
- Although it is often assumed that cities are subject to continuous changes, the dynamic element of urban tourism is mainly unknown. The tourism industry reacts to changes in society that affect the attitudes and behavior of citizens. The impact of tourism in changing and dynamising social and economic processes is irrefutable.
- Strategies for sustainable tourism development and city management are very vulnerable to the impact of policies. While reflecting differing value systems, development policies can also be a source of conflict especially with regard to planning primary spatial functions.
- Sustainable tourism development in cities must also take into account the special role of green and open areas in cities. Rarely do cities possess truly natural eco-systems. This fact, however, does not lessen the importance of green areas and a sound attitude toward nature.
- Activities aimed at achieving and promoting sustainable tourism development in cities must take into consideration the existing economic conditions, the need to achieve and maintain the competitive ability of the city as a destination, and all other business activities taking place within the city.
- There are limits to which a city and its carrying capacity can develop, and in formulating and implementing plans these limits should be taken into account. It is essential to strike a balance between the interests of visitors, residents and the tourism sector.

Hence, city tourism planning can be carried out successfully providing that it is in coordination with the development plans of other economic branches, that city residents are willing to accept tourism development, and that the city as a tourist destination is systematically managed.

The tourist image of Europe is strongly connected to its large cities. If not the major objective of traveling for overseas tourists, European cities are certainly an inevitable part of their itinerary. Due to Europe's long history and the intensive process of urbanization, these cities offer tourists multifarious facilities and services – ranging across cultural and historical heritage, interesting events, support for holding business conferences, education, and so on.

As a part of integral tourism planning for sustainable urban destinations World Tourism Organization has developed a set of indicators in order to help specialists in monitoring the process, keeping in mind principles mentioned above.

Issues which are suggested to analyze are: improvements to the townscape and protection of the historic heritage, sustainable tourism enterprises, environmental management, traffic/public transport system, integration of regional economy, presentation of cultural knowledge, crowding/spatial distribution, local resident attitudes toward tourism. Suggested indicators are shown in figure 2.

Figure 2: Indicators for urban tourist destinations

ISSUES	SUGGESTED INDICATORS
Improvements to the townscape and protection of the historic heritage	<ul style="list-style-type: none"> • <i>Percentage of restored historic buildings</i> • <i>Expenditures/m³ of public and private finance spent in improvement of the physical urban environment</i> • <i>Increase of the percentage of pedestrian streets in the total road network</i> • <i>Existence and extend of public open areas</i> • <i>Expenditures/m³ yearly spent in restoration of historic buildings</i>
Sustainable tourism enterprises	<ul style="list-style-type: none"> • <i>% of business that have adopted environmental management procedures</i>
Environmental management	<ul style="list-style-type: none"> • <i>Level of public and private finance spent in environmental-management systems</i> • <i>Reduction of operational costs from environmental management</i> • <i>Changes in return of investment (%)</i> • <i>Change in use of material/resources (%)</i>
Traffic/public transport system	<ul style="list-style-type: none"> • <i>% of tourists arriving by public transport</i> • <i>Accessibility of tourist attractions by public transport</i> • <i>Existence of a control system for bus parking and level of control (% tourist buses complying)</i> • <i>Prices for taxi (per Km)</i>
Integration of regional economy	<ul style="list-style-type: none"> • <i>Value and % of goods purchased locally form the region(e.g. organically grown food from the region)</i> • <i>% of tourists shops promoting regional products</i>
Presentation of cultural knowledge	<ul style="list-style-type: none"> • <i>Number and percentage of guided tours and/or publications which give detailed information on the background of the cities history, cover actual issues of city development, show new and unconventional attractions</i>
Crowding/spatial distribution	<ul style="list-style-type: none"> • <i>Total number of tourists per square Km in key sites – variety of tours and visit sites, number of different sites receiving tours</i>
Resident attitudes toward tourism	<ul style="list-style-type: none"> • <i>Local satisfaction level with tourism in the city</i>

Source: WTO, 2004

Final selection of indicators which will be used in tourism planning of a particular city depends on the present situation, most significant problems, level of tourism development and strategic decision of tourism management toward future tourism development.

4. CONCLUSION

Tourism in the cities is developing very intensively last decades. Cities are now not just important generating market, but also an important receptive market and destination "that has to be visited". Variety of tourism offer, special attributes and complex relationships and problems are immanent for urban destinations. Cities are multi-dimensional complex and tourism is (usually) just a part of whole economic system. Improvement of the quality of tourism offer has two final goals: (a) to improve the satisfaction of tourists and (b) to improve the conditions and well-being of local residents. As the cities are one of the most important image marker of the European continent it is realistic to expect further develop of tourism in urban areas.

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