



Strategic Tourism Plan 2020

Executive Summary

March 2017

Tourism Department Manager's Office for Enterprise and Tourism





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1

NEW SCENARIOS, NEW PRIORITIES Tourism is one of the most important phenomena when it comes to shaping cities of the future and Barcelona has become a tourist city in record time, with nothing to indicate it will stop being so in the near future. Tourism cannot be regarded as an economic activity detached from the place it occurs in. Tourism is an inherent part of the city. Accepting this scenario highlights new priorities for the destination's tourism strategy.

The importance of governing tourism to guarantee the city's general interests

Firstly, because that is what is at stake. Governing by designing shared strategies and calling on a multitude of players who have a voice and wish to use it. Governing by building new action frameworks which enable, among other things, visits and tourist practices to be reconciled with everyday life in the city. Governing tourism, in short, attempting to establish rules of the game that allow a balance to be found in the city, by promoting certain practices while restricting others.

No compromise on the destination's sustainability

The Strategic Plan needs to integrate all the available tools and mechanisms so new sustainable future scenarios can be built that ensure the generation of wealth from tourist activities does not compromise the future of the destination as an object of desire nor as a territory playing host to many other economic practices and ways of living. So, secondly, the destination's sustainability has to be guaranteed without compromise, by adopting a broad approach, incorporating other, basic criteria into environmental issues such as job quality and the strength of business relations with the local economic fabric. That means we need to think of sustainability not just as a brand attribute but also as a desired effect for the whole value chain, as a landmark to achieve within the entire destination.

The third priority needs to be designing mechanisms to ensure the best social return on the economic activity generated from being a leading destination. A social return which, while keeping to sustainability, has be generated from multiple redistributive mechanisms, through shared value generation in the city, but also by activating knock-on effects to promote strategic sector business cooperation. In short, converting tourism into a lever for change to activate other non-extractive economic activities, by benefiting from the constant influx of professionals and institutional heads who visit Barcelona every year.

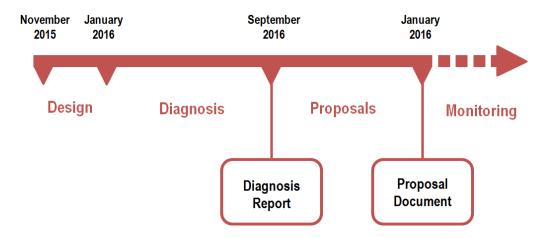




1.1. DRAFTING THE PLAN: STAGES AND ACTIVITIES. The Strategic

Tourism Plan drafting process was divided into three parts: a preliminary design stage, a diagnosis stage and a proposal drafting stage.

The entire task of designing a methodology was carried out during the design stage, from November 2015 to January 2016, along with an exhaustive evaluation of the previous Strategic Plan (2010-2015), taking account of such initiatives as the World Tourism Code of Ethics, Biosphere certification and the Local Agreement for Managing and Promoting a Responsible and Sustainable Tourism. The 2016-2019 PAM-PAD participatory process, cities and tourist destinations regarded as management benchmarks because of their features, and other important processes, such as the Special Urban Development Plan for Tourist Accommodation (PEUAT) and the Tourist Mobility Plan were also analysed.



Tourism was dealt with from a comprehensive perspective, in other words, as an inherent and inseparable part of the city.

The first stage for drafting the Plan, the diagnosis stage, which was completed in September 2016, involved analysing and diagnosing the current situation, future prospects and tourism in Barcelona. Tourism was dealt with at all times from a comprehensive perspective, in other words, as an inherent and inseparable part of the city. Considerable effort was made throughout this stage to promote and ensure the participation and involvement of local players, productive sectors linked to tourism and experts in various disciplines making up the dynamics of Barcelona.

During this stage, data and opinions were analysed from several sources and appropriate studies were conducted to generate new knowledge in areas that were either little known or where information was limited. Technical meetings with



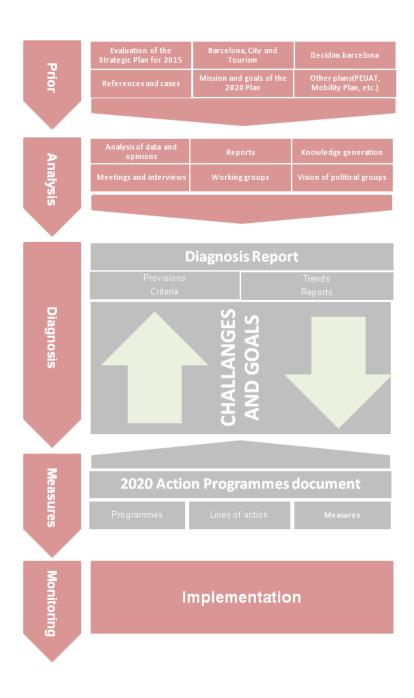


10 programmes and 30 action lines responding to the challenges of the Strategic Diagnosis

experts, working groups and meetings with the various political party groups were also organised. This diagnosis stage led to the drafting of a strategic diagnosis document and the establishment of Barcelona's challenges and goals.

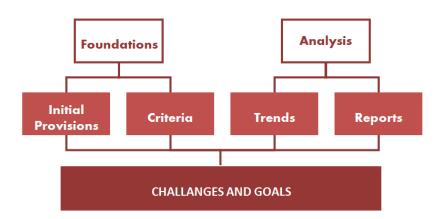
The last stage, the proposal stage, which ran from September 2016 to January 2017, saw the development of 10 programmes and 30 action lines that respond to the challenges of the Strategic Diagnosis.

DRAFTING PROCESS



2

SUMMARY OF THE STRATEGIC DIAGNOSIS. The diagnosis¹ has been divided into eight logically structured chapters which conclude with the strategic challenges and goals, the central part of this diagnosis.



2.1. FOUNDATIONS There is no better way to face the future than by evaluating the legacy of the past. As emphasised in the introduction, the Strategic Tourism Plan for 2020 is not intended to start from a clean slate. Quite the contrary, it is firmly aimed at building a roadmap for the next five years that is based on elements whose importance and universality ensure they have played a key role in the reflection, generation of knowledge and design of tourism management in Barcelona.

- BARCELONA STRATEGIC TOURISM PLAN FOR 2015
- BARCELONA, CITY AND TOURISM. DIALOGUE FOR A SUSTAINABLE TOURISM.
- COMMITMENTS MADE IN RELATION TO SUSTAINABLE AND RESPONSIBLE TOURISM
- 2020 Vision for Strategic Tourism Planning in Barcelona and Catalonia

¹ The comprehensive Strategic Diagnosis document is available on the following link: http://ajuntament.barcelona.cat/turisme/sites/default/files/diagnosi_estrategica_v_1_cat.pdf (Consulted on 1 March 2017)

This document is supplemented with a series of annexes that are part of the Strategic Diagnosis Document, among other things the participants' report, the events and presentations calendar, the working group minutes and the reports produced by the experts. You can consult this information, along with other documents and supplementary information, on the plan website: http://ajuntament.barcelona.cat/turisme/ca/pla-estrategic (Consulted 1 March 2017)





2.1.1. INITIAL PROVISIONS. The initial provisions are a starting point, statements on how this strategic plan envisages tourism and its management. Establishing these provisions in advance is essential for the subsequent construction of challenges and goals and will be all the more so when it comes to designing the proposals at a later stage of the plan. Seven initial provisions have been established and are shown below:

Far from being an outside phenomenon, tourism produces the city

This plan is aimed at breaking the dichotomous positions that clearly separate "tourism" from the "rest of the city"

THE CO-CONSTITUTIVE RELATIONSHIP OF TOURISM AND THE CITY. It has taken just a few years for Barcelona to become a tourist city. Despite the central importance of tourism in the city's make-up over the last 20 years, it is still too often dealt with as an outside phenomenon, something unconnected with the city. Far from being an outside phenomenon, tourism produces the city and, at the same time, the city shapes tourism's possibilities. Tourism is an inherent and constituent part of the current urban phenomenon. Tourist activities must not be seen as something foreign to the city, they are not "out there", but part of its day-to-day activities, intrinsic dynamics and even daily life. So tourists do not have to be considered passive players "in the city" but rather as visitors with rights and duties "of the city".

This plan aims to break the dichotomous positions that clearly separate "tourism" from the "rest of the city", an approach that began with the previous strategic plan when it explicitly announced that "tourism is becoming an element that is clearly structuring the city, given that its activity has a cross-cutting impact on the whole of society and affects its economic, social, cultural and territorial life in numerous aspects".

FROM TOURIST MODEL TO TOURIST CITY. It is precisely this co-constitutive relationship between tourism and the city that conveys a key conceptual challenge: moving the topic of the discussions and debates from "tourist models" to building the "desirable city". The challenges of managing tourism are city challenges, from promotion to the externalities of the activities. It is inconceivable to think of intervening in the city without taking account of tourist activities and their effects, central features in a large part of the city. Today's challenge is not just how to manage tourism in the city but also how to manage the city with tourism. Such a change in perspective is crucial when it comes to thinking about tools for managing the effects of tourist practices, of the city's tourist uses, that are increasingly being integrated into its





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daily dynamics. If tourism and the city are regarded as inseparable, it is impossible to act on only one of the parts without the other being affected. Accepting this fact will also help to stop tourism being treated in an essentialist or a priori way: tourism is neither good nor bad, it depends on the context and on the structuring elements and their effects

FROM TOURIST TO VISITOR: WIDENING THE TOURISM SPECTRUM. The boundaries between what is and what is not considered tourism have been totally blurred by visitor practices themselves. The drafting of the Strategic Tourism Plan for 2015 involved questioning the hegemonic frameworks of the conception of tourism in Barcelona linked to holidays, mostly summer, or to trips abroad. One of the big landmarks of PET15 was to diversify the image and practices of visitors to the city. Not all of them come here for the same reasons. They have very different origins, they experience the city differently and they have very different expectations. Stereotypes no longer served a purpose because the reality was much more diverse. However, beside tourists, PET15 also revealed the impact of trippers, the short-term visitors who did not sleep in the city but whose presence was key when it came to taking the destination into account: those who visited the city for a day, travellers making a stop-over, cruise passengers and visitors from outside the metropolitan region here for reasons having nothing to do with work or studies. PET15 proposed we stopped talking about tourists and referred to such people as visitors, to include this diversity of motives and practices.

The need for tackling tourism as a collective and participatory issue

TOURISM, A COLLECTIVE ISSUE. Tourism has become a central issue, not just in political forums but also in the media and public opinion. The steady increase in visitor numbers and evidence of their effects has given rise to a visible and pluralistic debate, largely broadcast through social media networks. Similarly, the municipal elections of June 2015 confirmed that tourism was a central issue in the city's political agenda. The indisputable impact of tourist issues on the public sphere emphasised something **already** stated in the Strategic Tourism Plan for 2015 and the "Barcelona, City and Tourism" document: the need to tackle tourism as a collective and participatory issue.

THE COMPREHENSIVE MANAGEMENT OF TOURISM. While for many years tourism policies centred exclusively on promoting and attracting larger numbers of visitors, tourism management today requires a comprehensive and cross-cutting approach. First, by coordinating, regulating and managing tourist activities strategically,





bearing in mind not just their externalities and negative effects but also their potential for local development. Second, by aligning tourist promotion and marketing strategies with the city's communication, promotion and management strategies.

Destinations are built through their image and narratives

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responsibility

THE VARIABLE GEOMETRIES OF DESTINATIONS. The concept of destination requires a twofold approach. First, it has a markedly virtual nature. Destinations are built through their image and narratives. These create expectations that visitors hope are fulfilled. Second, such expectations are expressed in a clearly territorial way: visits, practices and activities occur in specific places, while creating the effects that shape them. If we are to ensure destination Barcelona goes beyond its clichés, we shall need to boost our communication, promotion and management strategies with its environment and destination Catalonia, as shown in the Catalan Strategic Plan for 2013-2016.

Sustainability and competitiveness: an unbeatable pairing. Today there is no question that a destination's competitiveness has to be tackled under sustainability and responsibility criteria. Destinations can no longer be thought of in any way that does not guarantee their feasibility in time and space. They have to be viewed in a comprehensive, contextualised way, adopting a territorial approach and taking account of the co-constitutive relationship of tourism and the city. To ensure a destination's success, maintain its uniqueness, add value to the whole value chain, guarantee and promote new experiences, and turn tourism into an innovative activity with added value, the commitments to sustainability and responsibility signed by the city need to be ratified and, most important of all, conveyed through bold, specific proposals for action.

2.1.2. CRITERIA This last section sets out five criteria that establish desirable action frameworks for public tourism policies: sustainability, responsibility, redistribution, cohesion and innovation.

SUSTAINABILITY. The policies, programmes, economic activities and relationships between players that ensure the future well-being of destinations, without compromising the basic resources of the area or resident and visiting populations: environment, housing, public spaces, etc.

RESPONSIBILITY. The ethical individual and collective action framework that is committed to minimising the environmental and social impact while ensuring that





economic activities do not occur at the expense of resident and visiting populations' rights.

REDISTRIBUTION. The public and private mechanisms that ensure a fair distribution of the wealth generated by economic activities, through revenue from work, taxation and the area's economic, social and business relations.

COHESION. Strengthening tourist activity links to the destination's players and population, as a means of implementing collective projects that look after the city, in all its complexity, as a common space and take into account the plurality of its voices and needs.

INNOVATION. The impetus behind new forms of economic and social management and organisation that create shared value and help to multiply and strengthen links between economic, social and cultural players for their mutual benefit.

2.2. PARTICIPATORY ANALYSIS. The decidim.barcelona participatory process was held during the months of February and March 2016, to establish the Municipal Action Plan for 2015-2019. This process opened up various participatory channels for the city's residents. Based on an initial proposal from the municipal government, a collective process has opened up offering an extensive range of mechanisms that link participation in person to the neighbourhoods through face-to-face meetings, discussions and proposal-collection trolleys as well as digital participation through the http://decidim.barcelona platform and social media.

The city districts organised a series of face-to-face meetings backed by the Strategic Plan. These were more or less specific meetings on tourism and its effects on the districts, with very useful results for understanding the interests, challenges and concerns of citizens.

Besides the face-to-face meetings and discussions, decidim.barcelona has collected, in an open and pluralistic way, action proposals relating to the "sustainable tourism" strategy, as well as support for and comments on these. The proposals have different sources. In addition to those gathered at meetings, the municipal government, associations and individuals were freely able to offer action proposals for their inclusion in the current legislature's municipal programme.





2.2.1.

TRENDS IN TOURISM

- 1. Increasing tourism in cities
- 2. Increased sensitivity given the geopolitical situation
- 3. Tourist use of metropolitan infrastructures
- 4. Sudden appearance of new intermediaries and tourist activities
- 5. Increase in the supply and new modes of tourist accommodation
- 6. Increase in the relative weight of tourism in the city's economy
- 7. New tourist, visitor and resident profiles
- 8. Changing trends in residents' perceptions of tourism
- 9. Overcrowding and pressure from highly popular tourist areas
- 10. Socio-demographic development of highly popular tourist areas
- **2.2.2. REPORTS** The shared diagnosis process based on reports on thirteen specific issues enabled an overall report to be thoroughly examined, discussed and drafted by sixteen experts on tourism, who turned the plan into a more pluralistic document.

The choice of issues responds to a twofold need. First, to provide a deeper, more qualitative approach to issues that could not be analysed through the available sources and which required a stance, discussion and narrative. Second, to delve more deeply into issues considered relevant after the decidim.barcelona process, on the one hand, and the evaluation of the existing information gaps, on the other.

But it should also be pointed out that, even though the reports are consultation documents authenticated by their authors and the pluralistic discussion process, under no circumstance may the final document or minutes of the meetings be regarded as binding parts of the plan. Five areas were defined in the plan's diagnosis which grouped together the 20 challenges and 80 strategic goals





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2.3.

diagnosis stage is presented below, as strategic challenges and goals, which appear as 80 strategic goals not listed in this section. The challenges are divided up into five areas, defined during the design stage of the plan, following the evaluation of the preliminary documents. These areas respond to the wish to systematise the results and make them easier to read, without losing sight of the comprehensive and complex view of the tourist phenomenon in the city. The areas, however, must not be understood as unconnected, water-tight compartments. On the contrary, the challenges are clearly interrelated.

STRATEGIC CHALLENGES. The results of the working process behind this

Area 1. Governance

Challenge 1.1. Strengthening municipal leadership to guarantee broad participatory governance of tourist policies, thereby ensuring a pluralistic and diverse representation of players.

Challenge 1.2. Strengthening the links between public authorities to line up the strategies at different scales, in different areas and with different authorities.

Challenge 1.3. Integrating tourism planning, regulation, funding, communication and promotion policies in a shared strategy.

Challenge 1.4. Generating open information as a key element in decision-making.

Area 2. Tourism management

Challenge 2.1. Strengthening the links between tourist activities and other economic areas, as well as social and cultural players in the territory, to create opportunities.

Challenge 2.2. Managing the impact of tourist activities to make them compatible with daily life in the city.

Challenge 2.3. Building standardised criteria for evaluating the social return of tourist activities and being able to highlight good practices.

Challenge 2.4. Evaluating and regulating new disruptive activities and eliminating illegal activities, in particular those that pose a danger to basic citizen rights.

Area 3. Territorial strategy

Challenge 3.1. Ensuring a social and economic balance in the areas with greater tourist pressure, giving priority to maintaining and attracting the resident population.

Challenge 3.2. Reducing the ecological footprint of tourist activities in accordance with international guidelines and standards.





Challenge 3.3. Strategically promoting cultural, heritage and recreational attractions in the extended area of the destination, by analysing possible general effects in advance.

Challenge 3.4. Rethinking the tools of urban management to tackle the effects of intense and mobile uses by visitors and tourists in the city.

Area 4. Work and business

Challenge 4.1. Ensuring decent working conditions as a central element for redistributing the wealth generated by tourism.

Challenge 4.2. Promoting a responsible and innovative entrepreneurship to guarantee shared value creation.

Challenge 4.3. Boosting the entrepreneurial capacity of tourist areas by launching and establishing other economic activities throughout the entire value chain.

Challenge 4.4. Promoting tourist service training and professionalisation to ensure excellence and competitiveness.

Area 5. Promotion and marketing

Challenge 5.1. Building an inclusive and pluralistic tourist narrative, focusing on the destination's sustainability.

Challenge 5.2. Integrating tourist marketing into the city's communication, reputation and promotion strategy

Challenge 5.3. Rethinking the promotion and communication strategy to guarantee the destination's sustainability.

Challenge 5.4. Adapting promotion and communication tools to influence visitors' expectations at source as well as in the destination flows.





2.3.1. Summary of Challenges and goals. The issue of tourism governance is undoubtedly one of the key elements, bearing in mind the long road that still lies ahead. Tourist numbers continue to grow and destinations have become an urban tourism benchmark worldwide. This new scenario opens up new collaboration possibilities between the public and private sectors. It will therefore be crucial for us to find new cooperation, co-responsibility and joint funding frameworks if we are to make our destination more sustainable and responsible. Competitiveness and sustainability will only be possible through public leadership of management, the close cooperation of private players and the involvement of the public and social players. The recent launch of the City and Tourism Council was an important landmark, but further work is required between various players, institutions and authorities, and to offer new spaces and tools for tourism-related territorial and sectoral policies.

Need to develop the territorial strategy of the Barcelona tourist destination Managing tourist activities and their effects is another crucial, essential aspect. The intensification and expansion of some practices linked to the city's tourist uses represent a challenge when it comes to managing asymmetric situations in negotiations for the city's space. The survival of local commerce, access to decent housing and efficient means of public transport are all affected today by tourist practices. Managing it comprehensively is one of today's key challenges. In that respect, activities linked to the "collaborative economy" or lax controls promoted within the European framework of the Services Directive are key elements that have to be borne in mind, in view of the lack of mechanisms for making sure that sustainability is a result of comprehensive management, not just the point of departure.

Another central aspect that allows confirmation of this diagnosis is the need to further develop the territorial strategy of Barcelona the tourist destination. On the one hand, we need to think about and coordinate the areas which shape this variable geometry that is destination Barcelona. From now on, strengthening the destination will include diversifying supply and communication beyond the city's administrative limits and, therefore, working jointly with the Generalitat, the Barcelona Provincial Council and other destinations in Catalonia. On the other hand, it is becoming crucial for us to consolidate spaces if we are to tackle the management of tourist activities in the metropolitan sphere, beyond mere product creation, based not just on efficiency but also on territorial strategy criteria, to highlight and protect spaces that are considered key.





Need to strengthen tourism employment strategies The diagnosis provides evidence of the need to strengthen tourism employment strategies. It is not enough to give an estimation of the jobs (direct, indirect or induced) that are created by tourist activities in the city. It is time we started speaking about the quality of these jobs' conditions and also to think about the mechanisms for promoting and highlighting good practices that could emerge as the main redistributive tool for the wealth created. But, in addition to that, we also need to rethink some of tourism's business forms, which are excessively based on making profits from the land and leave aside such key aspects as social innovation, the added value of the activities chain and the possibilities for complementing other areas that are not essentially tourist: commerce, research, consultancies, service companies and so on.

Lastly, we need to take account of the importance of the destination's promotion and communication policies. Promoting and marketing have to be in line with the city's interests, not just in achieving the business landmarks of the promotion tools. The development of urban marketing towards more comprehensive approaches, where the distinction between visitors, residents and businesses is increasingly diffuse, is one of the clear lines that has to be followed. Communication has to be tackled internally as well, by building new interaction frameworks that help to combat tourism-phobia, using thoughtful approaches without creating mirages or narratives that might run counter to the needs of everyday life in the city.

2.4. Purpose behind the Strategic Tourism Plan for 2020.

Barcelona has always promoted itself abroad as a desirable city. This international promotion has been key in the city becoming what it wanted to be. Today, through the capacity of its international leadership, Barcelona can promote itself as a destination that squares with the image of the democratic, just and fair city we wish to be. Managing the destination by ensuring its sustainability, reconciling to the utmost all the elements at play and promoting the highest possible social return on tourist activities, where visitors' expectations are met without any risk to the continued residence of those living in the city.

If we are to do this, we need to opt for a comprehensive management of tourism by keeping an eye on its close relationship with other urban policies. If tourism is a collective issue, it has to be governed through public leaders to ensure the city's





well-being. Governing tourism implies building a strategy that establishes action frameworks to respond to the challenges and goals shared by the largest possible number of players.

Tourism needs to be exploited as a lever for developing other economic sectors and territories by ensuring the biggest possible social return

This Barcelona tourist strategy will have to be firmly aimed at guaranteeing the destination's sustainability, promoting, fostering and demanding responsibility for the actions, practices and activities that make up the city today, determining the city of the future. Planning the future city depends on reconsidering the practices of the present. Sustainability is no longer an option or brand attribute but rather an absolute commitment. The quality of tourist experiences depends on guaranteeing the well-being of the people who live in the city, ensuring a balance between the tourist city and the many other ways of experiencing it.

Tourism therefore needs to be exploited as a lever for developing other economic sectors and territories by ensuring the biggest possible social return Boosting the knock-on nature of tourism on all areas, creating a shared value in every chain of relations and consumption and by concentrating efforts to ensure a redistribution of the wealth that is created.





3 ACTION PROGRAMMES

PROGRAMME 1. GOVERNANCE

PURPOSE OF PROGRAMME 1. To reinforce the spaces, tools and mechanisms available to the municipal government for the purposes of ensuring a public leadership of tourism management through coordination and participation with other players.

Tourism is a collective issue and its activities have a cross-cutting effect on the construction of urban space. So the public authorities have to define the governance framework, to ensure the city's general interest. To achieve that, the line of coordinating internal work spaces already started must first be intensified, to make the management of those spaces more efficient and ensure the cross-cutting nature of the action. The spaces for coordinating policies with other public institutions, as well as discussing and co-designing them with the private sector and the area's social and community players also need to be expanded by ensuring there are open participation mechanisms.

Another requirement is strengthening relations with other destinations, not just to share experiences but also to start collective projects, rescaling common demands through coordination or by creating permanent working spaces. Lastly, it is crucially important to ensure the Turisme de Barcelona Consortium fits in with the municipal tourism strategy with regard to the destination's overall challenges.





LINES OF ACTION:

- 1.1. Internal coordination. Improving the coordination, deliberation and communication tools for implementing the cross-cutting plans, programmes and policies on tourism issues between the City Council's areas, territories and institutions.
 - **M.1.1.1.** Designing and setting up cross-cutting spaces that improve the coordination and communication of political and administrative action between different areas and territories
 - **M.1.1.2.** Providing the co-production spaces, tools and instruments for responding to strategic challenges in the areas and districts
 - **M.1.1.3.** Developing an online internal communication mechanism for updating the progress on proposals
- 1.2. External relations: Creating stable spaces to strengthen the links and relations between the City Council and other institutions, public and private, to align positions, design strategies and implement joint initiatives for tackling shared challenges.

Measures

- **M.1.2.1.** Strengthening and creating spaces for the multilateral co-production of tourism policies through a structure involving external players
- **M.1.2.2.** Building bridges for ongoing dialogue with key players in shaping the destination
- **M.1.2.3.** Ensuring agreement over the plans of various levels and authorities through working committees
- 1.3. Participation and deliberation. Activating and establishing collective deliberation spaces for approaching tourist policies, ensuring a plurality of voices, seeking to influence political and technical tools and exploring open participation mechanisms

Measures

- **M.1.3.1.** Consolidating the City and Tourism Council as a permanent participatory space for discussing and co-designing tourism policies
- M.1.3.2. Including tourism-related issues and facilitating their discussion within the framework of the City Council's permanent participatory spacesM.1.3.3. Creating working committees to deal with specific issues





- M.1.3.4. Starting up online consultation and deliberation mechanisms for examining specific issues
- 1.4. State and international networks. Activating and establishing international city networks as common exchange and work spaces for sharing challenges, strategies, tools and criteria on the governance and management of tourist cities
- M.1.4.1. Promoting Barcelona City Council's inclusion in city networks aligned with its action priorities on a state and an international level, and reviewing its representation in those it already participates in
- M.1.4.2. Building on the first city Urban Tourism Governance meeting
- M.1.4.3. Establishing alliances to promote joint projects and bring about changes in higher-level regulatory and legislative frameworks
- 1.5. Turisme de Barcelona. Reviewing and adapting the make-up, structure and running of the Turisme de Barcelona Consortium to respond to destination challenges, by accepting the promotion and reception of visitors as touristmanagement mechanisms.
- M.1.5.1. Aligning the Turisme de Barcelona Consortium with municipal tourism policies
- M.1.5.2. Establishing and strengthening the working relationship with the Chamber of Commerce





PROGRAMME 2. KNOWLEDGE

Purpose of Programme 2. To develop a programme for generating, sharing, spreading and transferring knowledge of tourist activity in destination Barcelona, to support the decision-making process, examine strategic issues and enrich public debate.

Generating knowledge in the field of urban tourism is essential for managing and taking decisions in the destination. Barcelona is only too aware of its importance and has made considerable efforts to generate and publish a diverse range of information on tourist activities and studies have been conducted analysing the economic impact, tourist profiles and public perceptions of tourism, among other things. We need to continue developing our knowledge of other aspects through collaboration with universities and R&D&I centres, in particular, those lines of knowledge that are useful for supporting the tourist policies of the coming years. We also need to opt for new, smart tools for gathering, managing and displaying information, because open knowledge is key to sustaining and designing the management policies of a city faced with tourism.

It is essential to disseminate as widely as possible the knowledge generated in this field at a time when tourism has taken centre stage in the public debate. The various players in tourism, politicians, businesses and the public, have to be provided with the necessary elements for grasping the complexity of this phenomenon, to know the opportunities and challenges of being one of Europe's most important urban destinations.





LINES OF ACTION

- 2.1. Destination Barcelona Observatory. Creating a comprehensive space of tourist intelligence that deepens our knowledge of tourist activity throughout destination Barcelona, and which acts as a coordinator, promoter and communicator of the knowledge generated.
 - M.2.1.1. Setting up the Destination Barcelona Observatory
 - M.2.1.2. Preparing a work plan and publications
 - M.2.1.3. Information dissemination plan
- 2.2. Research and technology. Designing a knowledge-generating programme in conjunction with universities and R&D&I centres to enable the destination's strategic challenges to be tackled.
 - **M.2.2.1.** Creating a joint research programme to generate and transfer knowledge
 - **M.2.2.2.** Giving an impulse to online spaces and technological tools for disseminating knowledge, applied research and data analysis
 - **M.2.2.3.** Encouraging the development of innovative projects in applied research
- 2.3. Education and dissemination. Making knowledge accessible and disseminating it through educational communication strategies, by producing educational materials and programmes for various types of audiences, so ordinary citizens and public and private organisations can discover the complex reality to tourism.
 - M.2.3.1. Getting the "Tourism in Schools" project off the ground
 - **M.2.3.2.** Adapting the information generated to give it an educational character
 - **M.2.3.3.** Promoting and coordinating projects, conferences, discussions and debates on tourism





PROGRAMME 3. DESTINATION BARCELONA

PURPOSE OF PROGRAMME 3. Building a destination which goes beyond Barcelona's city limits and is fully committed to social, economic and environmental sustainability, which is dynamic, welcoming, open, innovative and desirable, which guarantees the quality of life of its citizens and a balanced territorial development, where the real city and its identity are the main attractions for visitors.

This is a key time for defining a destination that can ensure its long-term survival, and this definition absolutely depends on joining forces with all the players of the city and its surroundings to build a sustainable destination. The first steps in this direction were made in 2011, when Barcelona was the first city to receive Biosphere certification, which recognises the city as a destination that is committed to managing environmentally, socially and socio-economically responsible tourism. Tackling the shape of the destination from the broadest concept of sustainability enables us to improve the quality of urban life, the competitiveness of tourist activity itself and management of the activity's territorial effects. The impetus to the sustainable destination depends on three key elements:

- Marketing: When it comes to building the destination, marketing has to be an
 essential ally tasked with raising the profile of the destination's virtues by promoting
 new narratives and prioritising the new strategy for the territory and for shaping
 attractions and products. Marketing has to be turned into a central management
 tool.
- **Territorial strategy.** Which stops putting the emphasis on neighbourhoods as structured tourist products and opts for highlighting events, for distinct itineraries and non-residential spaces as recipients of temporary activity.
- **Tourist attractions and products.** Which have to meet sustainability criteria that ensure a social return and the area's regeneration, that go beyond fixed attributes, expand and diversify.





LINES OF ACTION

- 3.1. Sustainable tourism criteria. Launching a strategy to extend tourist sustainability to the destination's establishments, services, products and facilities, by encouraging the city's tourist operators to incorporate economic, social and environmental sustainability criteria through a membership process.
 - M.3.1.1. Continuing the impetus to applying sustainable tourism criteria
 - **M.3.1.2.** Updating urban destination certification criteria using the Barcelona standards
 - **M.3.1.3.** Defining the process and criteria for the various players to receive Barcelona Biosphere destination certification
 - **M.3.1.4.** Promoting companies, products and services that have signed up to sustainable tourism criteria.
- 3.2. Marketing the destination. Turning marketing into a key tool for the destination's sustainable management which is tightly bound to the territorial strategy, the responsibility criteria of the activities promoted and communication policies.
 - **M.3.2.1.** Developing a marketing strategy to ensure the sustainability of the destination
 - **M.3.2.2.** Coordinating the various marketing initiatives and integrating them into a broader and more pluralistic communication framework
 - **M.3.2.3.** Ensuring concurrence with other marketing strategies of the extended destination which includes the city of Barcelona
- 3.3. Territorial strategy of the destination. Deepening the territorial reflection on tourist destination Barcelona, to fit the activities and practices it comprises in with the possibilities, necessities and capacities of the social and spatial environment that receives them.
 - M.3.3.1. Reviewing and updating the deconcentration strategy
 - **M.3.3.2.** Initiating reflection on managing tourism in the metropolitan area with the Barcelona Metropolitan Area and the Barcelona Provincial Council

Measures





- 3.4. Tourist attractions and products. Adapting tourist attractions and products to the destination's sustainability criteria, supported territorially, by boosting local players and the distinctive traits that add competitive value to the destination and providing for the effects of their activity.
 - **M.3.4.1.** Adapting tourist products to local economic development strategies
 - **M.3.4.2.** Creating new tourist attractions that fit in with the territorial strategy of the destination
 - M.3.4.3. Promoting local cuisine and trade





PROGRAMME 4. MOBILITY

Purpose of Programme 4. To analyse the tourist uses of mobility, as a key activity for shaping the destination, and to design and implement measures for managing mobility better.

Mobility is, together with tourist accommodation and attractions, one of the most important determining factors in shaping destinations. Tourism exists where there are people, items or images travelling from one place or another. Planes, trains, road transport and cruise liners enable tourists and day-trippers to enter and leave Barcelona and its surroundings. Internal mobility is also one of the central issues to be tackled in managing destinations. Reasons for stays, seasonal variations, temporary visits, means of transport, the state of transport network infrastructures and the most popular itineraries are among the parameters that determine tourist uses of mobility in the city.

At the same time, managing tourist uses of mobility, for their intensity, exceptional nature and number of users, requires rethinking, redesigning, managing and regulating specific practices and doing so in line with the guidelines for managing the city's mobility, without losing sight of the metropolitan scale to their impact.





LINE OF ACTION

- 4.1. Tourist Mobility Plan. Designing a tool for obtaining a detailed analysis, defining challenges and action goals and conveying specific measures that are consistent with urban mobility policy as well as tourist management strategies
- Measures M.4.1.1. Diagnosing tourist mobility to establish the challenges and strategic goals
 - M.4.1.2. Defining the action proposals deriving from the challenges and goals





PROGRAMME 5. ACCOMMODATION

PURPOSE OF PROGRAMME 5. To tackle tourist accommodation management in a strategic and proactive way by aligning the various regulatory instruments.

Tourist accommodation is one of the chief activities in shaping destinations insofar as it gives tourists a place to stay and spend the night in the city. The hotel sector in Barcelona has experienced an unprecedented growth in its range of offers, doubling the number of places in just a few years, and has also diversified its activity management and investment models. At the same time, the last few years have seen new types, practices and intermediaries arise that have multiplied the range of accommodation available, considerably increasing the total number of accommodation places in the city and making the scenario much more complicated to manage.

This programme has two big lines of action. On the one hand, the determination to give coherence to the framework for strategic reflection in the most important tool put into operation to organise, regulate and plan tourist accommodation: the Special Urban Development Plan for Tourist Accommodation. On the other hand, it aims to actively promote accommodation policies, by broadening the working spaces for coordinating issues between the authorities and private players, offering collaboration frameworks based on business responsibility, and promoting a commitment on the part of the marketing platforms to supply legal, quality accommodation.





LINES OF ACTION

- 5.1. Special Urban Development Plan for Tourist Accommodation. Giving conceptual coherence to the Special Urban Development Plan for Tourist Accommodation within the framework of comprehensive tourism management and strategic action proposals.
- Measures M.5.1.1. Promoting reflection and legislative changes on a metropolitan scale
 - M.5.1.2. Adapting legislation to new types of accommodation
 - M.5.1.3. Creating a PEUAT management and monitoring space
- 5.2. Active policy on tourist accommodation. Designing and launching active policies on tourist accommodation to ensure a better relationship with the environment, promote social and environmental responsibility and highlight good business practices.
 - M.5.2.1. Expanding the City Council's ongoing collaboration framework with the accommodation sector
 - M.5.2.2. Establishing a protocol with platforms to ensure they comply with the legislation currently in force
 - M.5.2.3. Creating a mediation service to improve relations between residents and legal tourist flat (HUT) users





PROGRAMME 6. MANAGING SPACES

Purpose of Programme 6. To adopt a comprehensive and cross-cutting approach to managing urban spaces, in order to reconcile tourist activities with ongoing, everyday life in the city.

Tourist activities and visitor practices shape the city's urban spaces. Their intensity and volume is very unequal throughout the municipal territory, with an obvious, high concentration in certain areas around the main attractions. These areas are subject to a high intensity of use which leads, in some cases, such as area round the Sagrada Família and Park Güell or much of Ciutat Vella, to saturation and pressure on daily life. However, apart from the occasional areas, tourism is becoming increasingly present in the other territories that had escaped its influence, historically speaking, and through a progressive transformation of the commercial landscape and residential structure caused by increasing interest from visitors.

Facing this situation, the city is opting to reduce pressure on its most congested areas so as to reclaim an ongoing quality of life on the one hand, and on the other to ensure a balance between uses and access to basic resources by the resident population, such as basic services and housing. Lastly, Barcelona needs to be turned into a destination where everyone, irrespective of their age and background, can enjoy and share experiences of visits by promoting measures that ensure universal accessibility.





LINES OF ACTION

- **6.1. Managing tourism in the districts.** Developing district tourism management strategies which include the necessary tools for enabling district action in response to the various situations and challenges.
 - M.6.1.1. Defining a comprehensive tourism strategy in the districts
 - **M.6.1.2.** Boosting the structures and improving administrative coordination linked with tourist activities
 - **M.6.1.3.** Activating permanent participatory spaces and working groups with the local players
- **6.2. Crowded spaces.** Generating a new stable management model for crowded spaces which applies improvements agreed to by the various parties and is governed by the area itself and creates wealth that is fairly and sustainably distributed.
- M.6.2.1. Carrying out an analysis and diagnosis of the Crowded Spaces (EGAs)
 - M.6.2.2. Drawing up plans for measures implemented in the EGAs
 - M.6.2.3. Creating a specific entity for coordinating the EGAs
 - M.6.2.4. Promoting EGA working groups
- 6.3. Urban balance. Activating cross-cutting measures that help to compensate for the pressure on neighbourhoods with larger floating populations, to ensure a balance between activities aimed at visitors and improving the lives of their long-term residents.
 - **M.6.3.1.** Designing Urban Improvement and Management Plans in the neighbourhoods under most pressure from tourist activities and the visiting population
 - **M.6.3.2.** Implementing policies to counteract pressure on the property market
 - M.6.3.3. Implementing policies to minimise the environmental impact



Measures



- **6.4. Accessible tourism plan.** Devising an Accessible Tourism Plan that helps to make Barcelona a city where everyone, regardless of their age and background, can enjoy and take part in its visitor experience.
 - M.6.4.1. Analysing Barcelona's tourist accessibility
 - M.6.4.2. Improving accessibility and personal independence
 - **M.6.4.3.** Raising awareness of private initiatives with regard to accessible tourism
 - M.6.4.4. Communicating and promoting the supply of accessible tourism





PROGRAMME 7. ECONOMIC

DEVELOPMENT

Purpose of Programme 7. To strengthen the city's productive foundations, fostering local resources, facilitating investment and innovative, responsible, tourism business projects, boosting quality employment.

Tourism generates opportunities for social, cultural and economic players which is why we need to integrate their activities as potential assets for the territories. In that regard work needs to be carried out to foster the greatest possible social return on tourist activities by influencing above all the elements that ensure a redistribution of wealth. We also have to ensure the generation of dynamics that include the shared value of tourist activity. To that end we need to drive improvements in business operations, strive to minimise the externalities or costs of these activities, as well as strengthen the links with other economic and social players that can increase the value chain by creating collaborative synergies and frameworks. In short, turn tourism into a lever for change, for economic development and social well-being.

Within the framework of the Economic Development Programme, several initiatives are under way to promote an economy geared towards improving the living conditions of city residents and workers, driving new forms of business and promoting links between strategic sectors by guaranteeing a territorial balance and social return on activities.

LINES OF ACTION

7.1. Local economic development strategy. Incorporating tourism and the tourist economy as a central element in local economic development strategies, to foster an economic activity model that strengthens the productive fabric of the area by guaranteeing the sustainability of business activities.

Measures





- **M.7.1.1.** Influer **M.7.1.2.** Activation
 - M.7.1.1. Influencing district local development plans and strategies
 - M.7.1.2. Activating spaces for local economic cooperation with local players
 - M.7.1.3. Working for co-responsibility from visitors
- **7.2. Promoting employment strategies.** Guaranteeing the redistribution of the wealth that tourism brings the city to the whole population, by means of a commitment to quality, inclusive, innovative and competitive employment.
 - **M.7.2.1.** Developing a tourist employment observatory
 - **M.7.2.2.** Promoting the labour variable in seals as a central element in promoting quality and sustainability seals and certifications
 - **M.7.2.3.** Introducing new active employment policies in tourist service companies to ensure the quality of employment
- 7.3. Promoting responsible and socially innovative companies. Driving the growth of tourist companies that opt for a responsible, socially and economically sustainable management and organisation model, generate shared value and strengthen the ties between the territorial players and seek to integrate them into the tourism value chain.
- M.7.3.1. Raising awareness of responsible tourism
 - M.7.3.2. Promoting responsible and socially innovative companies
 - M.7.3.3. Promoting strategic sector clusters based on tourist activity
 - M.7.3.4. Giving support to the RIS3CAT Tourism Community
- 7.4. The exchanger. Creating a benchmark exchange community that facilitates business cooperation processes, makes the most of the potential that comes with the large number of meetings that are held in Barcelona, to identify and create new business synergies and opportunities, increasing competitiveness but always in line with the city's strategies.
 - M.7.4.1. Creating an exchange community to facilitate business cooperation processes





PROGRAMME 8. COMMUNICATION AND RECEPTION

PURPOSE OF PROGRAMME 8. To expand the destination narratives, making them more diverse, dynamic, responsible and shared, involving the resident population and visitors in the discovery of other realities, taking care to improve their experience.

Tourist communication strategies are an essential tool for managing and shaping desirable destinations that are sustainable and responsible. Communication elements not only determine visitors' expectations at source but also potentially shape flows and practices at the destination.

Communication focused on conveying Barcelona's diversity, complexity and multiplicity is therefore crucial in drawing up a shared city narrative that guarantees a balance between a city for living in, working in and enjoying. It is necessary if we want to offer visitors a broader range of possibilities than overcrowded icons. In that regard, we must not forget that the image we project is also created with the various players we work with on it.

Work also needs to continue on improving visitor reception and information services, by incorporating new proposals that dialogue with visitors. Improving and strengthening communication channels will, first and foremost, help to convey reception communications more clearly. It will also allow the use of information that visitors provide, to find out their opinions of the destination and monitor their stay, as well as enable us to improve their experience while reducing the pressure on over-visited spaces.





LINES OF ACTION

- **8.1. Communication strategies.** Adapting the communication strategies and tools for the new challenges posed, with a view to improving tourist communications at source and at the destination.
- **M.8.1.1.** Coordinating tourist communication strategies and tools with city communications
 - M.8.1.2. Designing communication content for visitors
 - **M.8.1.3.** Designing communication and awareness-raising campaigns on tourism policies
- **8.2. Visitor Information and Reception Plan.** Continuing to improve reception and information services for visitors, by incorporating the destination's new value proposals.
- M.8.2.1. Influencing the various information channels before stays
 - M.8.2.2. Boosting reception arrangements during visitors' stays
 - M.8.2.3. Renewing and adapting the tourist information office network
 - M.8.2.4. Improving information exchanges with visitors





PROGRAMME 9. TAXATION AND FUNDING

Purpose of Programme 9. To design new tax measures to achieve the right balance between the costs and economic gains of tourist activities, as well as review the protocols for self-financing directly linked to those activities.

From a public management perspective, tax and funding mechanisms are key when it comes to influencing the redistribution of wealth generated by economic activities and having funds available for investing in improvements to the destination.

Such measures are mainly aimed at enabling the regulation of specific practices, thereby adjusting and compensating their effects and externalities. To do that, the spectrum regarded as tourist has to be widened, opening up the range to the visitors' economy. Tax charges need to affect above all those activities that cause greater externalities and compete directly with everyday life in the city: intensive use of public spaces, property pressure and environmental issues, among other things. In short, the idea is to explore new tax calculations, formulas and tools to ensure a fairer redistribution and turn them into computer tools.

We also need to structure public funding mechanisms through the Tourist Establishment Stay Tax (IEET) to ensure the provision of funds for the proposals in the Strategic Tourism Plan that require funding, as well as establishing criteria for designing strategic projects within the framework of sustainable and responsible tourism.





LINES OF ACTION

- **9.1. Tourism taxation programme.** Finding out the balance of tourist activity costs, exploring tax mechanisms to compensate for negative externalities and benefit from activities committed to sustainability and responsibility criteria.
- **M.9.1.1.** Carrying out a cost-benefit analysis of tourist activities in municipal management
 - M.9.1.2. Designing a new programme of tax measures
 - M.9.1.3. Setting up the City and Tourism Economic Fund
- 9.2. Planning and criteria for IEET resources. Designing an investment and funding plan using the IEET resources to develop a tourism strategy over the coming years, incorporating social, territorial and environmental clauses as well as offering more open, clear and transparent management.
 - M.9.2.1. Designing the IEET Investment and Funding Plan
 - M.9.2.2. Content of the IEET Investment and Funding Plan





PROGRAMME 10. REGULATION AND PLANNING

Purpose of Programme 10. To adapt the regulatory and planning instruments in order to minimise the negative effects of tourist practices and guarantee the right to the city.

Regulatory tools have to shape the action frameworks for tourism so as to ensure effective management and planning of tourist activities in the city, activities that have to become part of the city's own activity. Moreover, new disruptive phenomena not covered by current byelaws have to be regulated, especially with regard to tourist accommodation and competition between economic activities and basic shared resources.

Apart from byelaws, urban planning tools have to be reviewed so the web of activities that shape the city can be tackled in a comprehensive fashion, providing them with specific regulations.

Developing regulatory frameworks will and has to enable a greater level of control over, and more effective punishment of, all the irregular activities that lead to unfair competition and entail strong externalities, regardless of their nature.





LINES OF ACTION

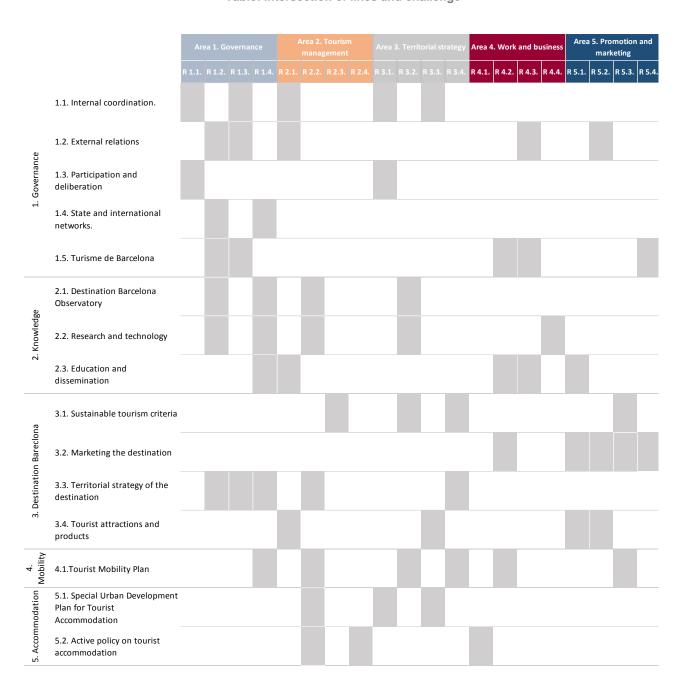
- 10.1. Changes in municipal byelaws Regulating disruptive phenomena linked to the city's tourist uses by incorporating changes in municipal byelaws and drafting a specific byelaw to meet the demands of current legislation regarding tourist accommodation.
 - **M.10.1.1.** Amending existing byelaws to incorporate aspects relating to tourist practices
 - **M.10.1.2.** Defining the content of the specific byelaw on tourist accommodation to meet the requirements of the Tourism Act
- 10.2. Adapting urban planning tools. Reviewing urban planning and management tools by considering the effects of tourist activities on the city at every level of planning, from the metropolitan level (new PDU) to the local and neighbourhood level.
 - **M.10.2.1.** Incorporating the urban planning regulation for tourist accommodation activities into the territorial and general plans.
 - **M.10.2.2.** Designing specific plans for implementing new uses for tourist land sites and tourist accommodation where authorised by the General Plan and the Special Urban Development Plan for Tourist Accommodation (PEUAT)
 - **M.10.2.3.** Establishing specific regulations for economic activities in areas with the biggest concentration of visitors in the public space
 - **M.10.2.4.** Coordinating and unifying the different urban development plans inherited
- 10.3. Monitoring and inspecting tourist activities. Strengthening monitoring and inspection mechanisms to flush out illegal activities linked to tourism, above all the supply of illegal accommodation and activities requiring mandatory compliance under current regulations.
 - **M.10.3.1.** Stepping up inspections of the supply of illegal tourist accommodation
 - M.10.3.2. Promoting the creation of an inter-authority meeting point





3.1. PROGRAMMES, LINES OF ACTION, AREAS AND CHALLENGES. The following table shows the correspondence between the 30 lines of action under this Plan and the 20 strategic challenges. Once again it highlights the holistic, inclusive and cohesive vision with which the Plan has been drawn up as well as making it clear that all the strategic challenges and goals are tackled by one or more of the lines of action proposed.

Table: Intersection of lines and challenge







		Area 1. Governance				Area 2. Tourism management				Area 3. Territorial strategy				Area 4. Work and business				Area 5. Promotion and marketing			
		R1.1. R1	.2. R 1.3										R 4.1.	R 4.2.	R 4.3.	R 4.4.	R 5.1.	R 5.2.	R 5.3.	R 5.4.	
7. Economic Development 6. Managing Spaces	6.1. Managing tourism in the districts																				
	6.2. Crowded spaces																				
	6.3. Urban balance																				
	6.4. Accessible tourism plan																				
	7.1. Local economic development strategy																				
	7.2. Promoting employment strategies																				
	7.3. Promoting responsible and socially innovative companies																				
	7.4. The exchanger																				
8. Communication and reception	8.1. Communication strategies																				
	8.2. Visitor Information and Reception Plan																				
9. Taxation and funding	9.1. Tourism taxation programme																				
	9.2. Planning and criteria for IEET resources																				
10.Regulation and planning	10.1. Changes in municipal byelaws																				
	10.2. Adapting urban planning tools.																				
	10.3. Monitoring and inspecting tourist activities																				





4

MONITORING THE PLAN Final approval of the Strategic Tourism Plan for 2020 will give the go-ahead for the implementation, monitoring and evaluation stage. That will depend on ongoing Plan Management, the annual Operational Plans, the City and Tourism Council and the Ongoing Knowledge Space.

The **Plan Management** will also be tasked with supervising the implementation of the Strategic Tourism Plan for 2020. It will be in charge of operational planning, technical coordination and informing the responsible parties involved, as well as driving some of the specific measures.

In order to put the proposals into practice, an **Operational Plan** will be prepared for each of the Strategic Plan's implementation years: 2017, 2018, 2019 and 2020. These plans will include the details of the actions to be carried out in accordance with the measures, assigning those in charge, the implementation timetable and the budget, where applicable. Each annual Operational Plan will have indicators so each of the action lines can be evaluated and accounted for.

The **Tourism and City Council** will be the space where the Plan is continually evaluated and accounted for throughout its implementation. First, a specific working group made up of council members will issue a PET20 evaluation report prior to approval, which will be used for adapting the action of the Plan, where necessary. Second, the Plan Management will prepare a six-monthly report on the state of PET20 implementation, as well as an annual report on the state of measure compliance, with monitoring indicators and the allocated budgets.

Finally, to ensure there is continuous discussion on tackling important issues that may arise in the course of implementing the Strategic Tourism





Plan for 2020, there is a proposal to set up an **Ongoing Knowledge** space for planning workshops, seminars and communication meetings on specific issues, as well as for commissioning pertinent reports and studies. This activity will be clearly referred to in the operational plans.