



Ajuntament de  
Barcelona

**CREATION OF NEW AWARENESS MEASURES AND**  
**CONTENT TO IMPROVE MOBILITY AND TOURIST**  
**SUSTAINABILITY**

**GOVERNMENT  
MEASURE**

## SUMMARY

- A.** Introduction
- B.** Tourism in Barcelona
- C.** Tourism in numbers
- D.** Objectives of the government measure
- E.** Area of competence
- F.** Measures. Lines of action
- G.** Allocated budget

## A. INTRODUCTION

Barcelona is becoming a city with enormous international attraction just when tourism, as a global phenomenon, is becoming a top-ranking economic vector throughout the world

Ever since the success of its Olympic Games, tourism in Barcelona has never stopped growing. Obviously, this is now a reality that needs to be placed in the context of a historical period in which means of transport, globalisation and economic conditions have favoured the growth of mobility on a global scale. Barcelona has become a city with huge international appeal as tourism becomes a widespread phenomenon worldwide.

It is a fact that generates benefits and disadvantages. It generates wealth and work, despite the fact that income is not always evenly distributed and jobs are often low-skilled. It drives new entrepreneurship but standardises part of the trade. It promotes the property market but helps to increase the gentrifying tendencies typical of a small and concentrated city like Barcelona. The reality of tourism generates a lot of perceptions, both in our country and in most of Europe, which requires us to manage it in accordance with the big goals that the city has set for its medium- and long-term development.

Although there is some oversimplification, it could be said that, in Barcelona, this tourism reality has developed in **three clearly defined stages**. The **first**, in which the international appeal of the city is evident, was characterised by improving the reception and communications infrastructures. This is a time when hotels, the airport, port and social and cultural facilities become the key protagonists in the growth of tourism. The **second** stage puts more emphasis on debating the policies of marketing and attracting both general and specialist audiences. In this stage, fairs and conference activities are of vital importance, along with the establishment of medium- and long-term agreements with a series of operators that associate the city's tourist activity with their commercial growth strategies. The **third** stage is determined by taking into account the effects of mass tourism on the city, the harm to community life that it causes in certain neighbourhoods or on certain sections of the population,

the mobility conflicts and the economic differentials among the net benefits the city receives in relation to the costs that tourism-associated services entail.

These are, clearly, three successive phases, despite the fact that they have complementary elements that have generated quite different social perceptions, a great diversity of public policies and specific agreements with the private sectors. The institutionalisation of tourism policies in Barcelona is the consequence of this evolution, so the creation of the Barcelona Tourism Consortium in 1993, agreements with key sectors such as the hotel industry, the drafting of successive strategic plans that have directed public action on tourism, and the launch of a specific department for defining and managing, by mutual consent with the City Council's purpose-driven departments, the growing externalities generated by tourism, enable us to see it clearly.

The fact is that Barcelona is a 101 km<sup>2</sup> city with a population of 1.6 million that receives 30 million visitors every year, more than half of whom spend the night there. These are figures that are explicit enough to be critically analysed in some detail.

The reality shows that the main tourist attractions of Barcelona (crowd-drawing spaces), understood on the objective criterion of the patrimony, the global icons or the geographical elements, are concentrated in a perimeter that occupies 12.6% of the city, and, unlike other towns with a high presence of tourists, it is a territory with a high population density, is quite compact and has a diversity of uses.

Barcelona then receives 30 million visits from tourists every year which are basically concentrated in a very small area where uses, practices and mobility co-exist with an equally dense and diverse population distribution.

According to data available from 2018 (source provided by the Tourism Department), tourism generates a direct expense during its occurrence of around 8,800 million euros, with an economic impact of 14% on the city's

GDP, which becomes an element of great significance for the economic balance of Barcelona. It would be a mistake to analyse this figure solely as a net flow of income derived from tourist spending. It should also be added that an indeterminate percentage arrives in the city in the form of investments, business relocations, expats, risk capital, etc., which have considered the socio-economic interest of Barcelona due to its global position on the international map, also partly related to its tourist success.

It is worthwhile analysing these last points in an interrelated way. The international appeal of Barcelona, the interest it generates for all types of visitors and its position as the final destination for companies, capital or productive investments are not realities that can easily be separated from each other. This attraction is the consequence of a set of public policies, economic institutions, universities, research centres, etc., that act in coordination in order for tourism to be a generic concept that groups together very diverse visitors and acts as a multiplier for opportunities.

It is in this sense that, for the purpose of this measure, it is preferable to speak of visitors rather than tourists as each of them arrives in the city with different motivations and may, potentially, be the subject of an equally different offer.

This differentiation will allow us to analyse in more depth the conflicts generated by the tourism phenomenon, to find the best solutions for each type of visitor and to avoid, as far as possible, strictly incrementalist practices that do not help at all to maintain citizen cohesion and the quality of life of the residents.

## B. TOURISM IN BARCELONA

To specify the goal of this government measure, we need to return to the three stages on which we have schematically sketched the development of the treatment of tourism in Barcelona, starting from the early 1990s: growth, diversification and management of its externalities.

This is not, we insist, about supplementary stages but rather concurrent ones. Tourism has continued to grow, and despite the fact that diversification has always been tried and the consequences have never been neglected, the fact is that each of these phases has changed the social perception of the tourist reality, and has meant differentiated political priorities which have led to modifications in the agreements between the public and private sectors involved.

However, and this is an essential point, the governance that the city has carried out on the tourism affecting it has not been able to anticipate its evolution properly by modifying – or creating new – institutional instruments existing for tourism management in accordance with the requirements of each moment and with the social consensus needed to meet the challenges of each stage.

As a result of this operational mismatch, the city has failed to manage some of its problematic effects rigorously, and at the rate at which tourism dynamics are evolving globally. This is unfortunately a common situation in many European cities, where the future of tourism management policies is currently being debated.

In the case of Barcelona, some of these ‘mismatches’ are:

### a. Organic concentration

The city has been unable to manage some of its effects properly and at the rate that tourist dynamics have been developing.

The creation, in 1993, of the Barcelona Tourism Consortium as a result of an agreement between the City Council and the Chamber of Commerce represented a positive turning point in the city's tourist management. It presupposed a diversity of partners and balanced economic inputs between public and private actors, which enabled the city to launch an unprecedented tourist attraction programme.

Twenty-five years later and the circumstances have changed, the financial contributions are no longer balanced, the city's tourist-related goals have incorporated new features and the range of social and economic players has been expanded. The Consortium, however, has kept the same legal structure and a similar functional approach.

The last two years have seen improvements in the measures for coordinating with the other sectoral players, and a project has been commissioned to define the Tourist-Marketing Strategy for Destination Barcelona (EMTDB) that responds to the goals formulated under the city's Strategic Plan for Tourism. The Consortium has sought participatory mechanisms in the form of observers and work and other committees to introduce new approaches, although it is true that Barcelona's present tourist-promotion governance is not yet fully in line with the municipal goals or with the indications suggested by the diverse strategic works developed over the last few years.

The Consortium ought to include the institutional presence of new social players, both in the participatory organisations helping to define the Barcelona brand and in those that correspond to sectoral diversity in commerce, the creative economy and research, always maintaining a public-private logic.

## **B. Promotion focused on the commercial management of tourist services**

During the early years of the city's growth in tourism, the creation and marketing of tourist products were a strategic goal for the Consortium, not just because of the need to generate a stable offer, but also because the aim of the marketing was to finance its promotion. The Consortium has become something of a commercial tourist-service manager over the years.

This is currently making it hard for the city's tourist goals to be managed rationally, insofar as some of the challenges that have to be tackled in the immediate future (diversification of contents and rational mass-flow management) are becoming less commercial (in the short term) than others that are fully established.

Since the concept of promotion should not be identified linearly with growth but with qualification, the promotion of the city should be able to be financed independently of its commercial results, considering these as an opportunity benefit. This will have to enable a better socialisation of municipal income from the tourist tax, moving to extend this and seeking more efficient commercial-management mechanisms and, above all, with more technological-application capacity. All this will allow the Tourism Consortium to be seen more clearly as an ally by all those socio-economic agents who intend to develop projects on an international level.

### **c. Passive tourism management**

The main European cities, such as Barcelona, which are experiencing a growing phenomenon of overtourism, especially concentrated in certain areas, are considering how to transform the traditional policies of passive tourism management into more interactive approaches with the set of municipal policies.

**A passive policy** involves communicating, promoting and marketing all the aspects that are universally significant in each city. These are, in general, elements of their architectural or artistic heritage, or successful proposals



that emerge from their social, urban or cultural policies: architecture and museums in New York, Berlin and London in conjunction with Broadway, the alternative venues in the Mitte district, and the Camden or Portobello markets (to name just a few examples).

**An interactive policy** presupposes tourism management that is committed to the development of the city, which makes it an ally for the creation of new concepts, contents or scenarios so that they are gradually incorporated into the catalogue of elements of interest to the citizens (**first and foremost**) and also to visitors.

The natural tendency of the world's main tourist cities is to develop towards the second perspective. Barcelona still holds fast to the first.

Given that tourism is not an isolated feature of the local reality and that a very important part of the features defining it or of the contents affecting it are also for citizens, it is fairly clear that tourist management in Barcelona has not become sufficiently interactive with the municipal policies. The tourist model of Barcelona, in short, can only be the result of some city goals.

It is here that the tourist policy has been that of a specific sector without sufficiently establishing the necessary interrelations with important fields such as sport, culture, the creative industries, universities and several sectoral programmes around science and research which have become notably important to Barcelona.

The tourist policy has obviously taken these fields into account and treated them as the city's promotional benchmarks, although it has probably lacked the advantage of involvement required for enabling all its potential to be optimised. In this sense, **tourist management strategies must clearly serve the goals set by the city.**

### d Poorly negotiated dynamics between Administration, social and business agents

As a consequence of the previous points, the relationship between the Administration and the social and business players sharing the tourist sector lacks some essential agreements and consensus.

Many municipal policies that affect tourism, designed and implemented to manage some of its negative externalities in a rational and orderly manner, still lack the consensus needed to become the central elements of long-term and medium-term tourism governance. While we cannot expect full agreement between all the parties involved in the tourist reality, mechanisms are needed to enable more extensive and stable agreements to be reached.

It is in this sense **that the Council for Tourism and the City**, created almost three years ago as a consultative body of the City Council bringing together a large number of agents, will have to play an essential role in the future to debate in depth the tourist activity of the city.

It is evident that Barcelona has experiencing pressure over the last few years from numerous critical, even revisionist, voices on the tourist phenomenon; it is also a fact however that most of the population have a positive view of tourism and regard it as decisive for the city's economy. It is also clear that some of these critical views have helped to raise awareness of the effects of tourism on the city's overall ecosystem, highlighting the overwhelming need to deal with it under efficient sustainability criteria that are environmentally friendly and in line with the social model and civic dynamics that Barcelona wishes to enjoy.

An agreement needs to be found with everyone based on minimum tourist-management criteria and the sectors involved have to take part directly and actively in the drafting, assessment and modification of the public programmes aimed at defining the city's goals, qualify tourism and reduce its negative effects, something that has to involve in equal measure

the programmes and the policies with the basic goal of diversifying tourist flows and the ones aimed at limiting it.

### **E. Self-referential tourist management**

Apart from the advances made together with Barcelona Provincial Council in bringing about tourist promotions under the concept 'Barcelona és molt més' [Barcelona is much more], reference has to be made to the imbalances that come with an excessively self-referential tourist management. In this respect, limiting Barcelona's tourist policy to the municipal city area inevitably comes with a catch.

If it is obvious that Barcelona has to tackle its future challenges on the metropolitan level, then this is even more the case with tourism.

It is not just a matter of deciding where new hotels are located, or proposing other cities in the list of tourist attractions promoted by the Barcelona Tourism Consortium, but of moving towards integrated management that defines for each type of visitor a global concept and that integrates in a global way the territory with which Barcelona shares the same socio-economic and cultural reality.

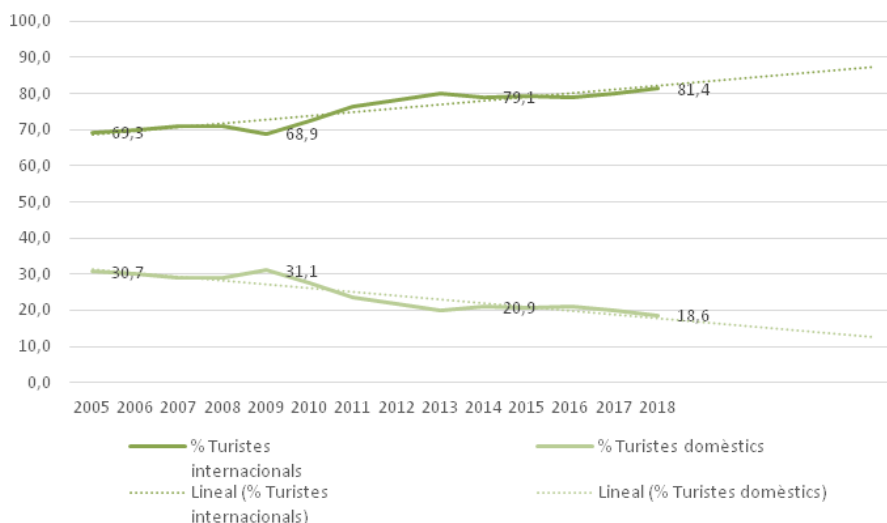
## C. TOURISM IN NUMBERS

### Barcelona, an emitter and recipient of tourist flows

Barcelona is an emitter and recipient of tourist flows. According to the estimated numbers of tourists, excursionists and cruise passengers, Barcelona receives between 28 million and 30 million visitors every year, of whom 23 million are visiting as tourists, roughly 17.4 million are tourists spending the night here and another are day visitors or excursionists.

Based on the estimate of the floating tourist population, it is estimated that the number of daily visitors to the city is 154,461 people, which represents **approximately 9.6% of the population of Barcelona.**

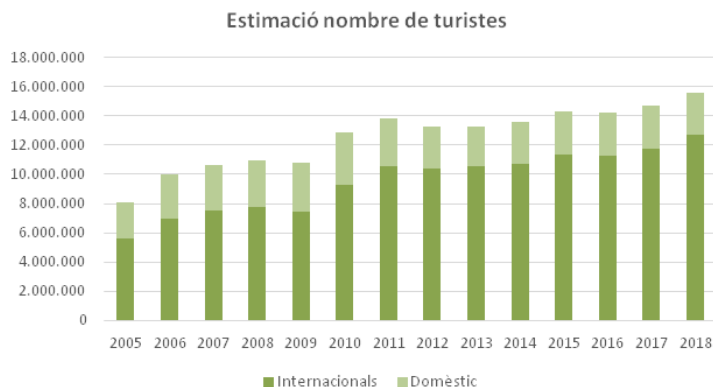
International tourism has been making continuous gains at the expense of domestic tourism.



Source: Catalan Tourist Observatory.

International tourism has been making continuous gains at the expense of domestic tourism. The number of international tourists visiting Barcelona over the last few years has grown exponentially (124.4% since 2005). 2018 saw a record high in number of tourists.

Foreigners accounted for 69.3% of tourists in 2005 and 81.4% in 2018.



The number of international tourists in 2018 was almost 12.7 million, out of a total estimated 15.6 million tourists in regulated accommodation.

### Barcelona's position in Mediterranean rankings

Barcelona is one of the best positioned cities in the various international rankings.

	Posicionament de Barcelona	Any	Font
Pernoctacions internacionals ciutats europees	4	2018	European Cities Marketing (ECM) and TourMis
Pernoctacions totals a ciutats europees	7	2018	European Cities Marketing (ECM) and TourMis
Principals ports de creuers del món	4	2017	Cruise Insight
Despesa de Visitants internacionals a ciutats del món	18	2018	Mastercard. Global Destination Cities Index.
Índex GDS (Global Destination Sustainability)	14	2018	Global Destination Sustainability Index

### The economic impact of tourism in the city

The average spend per tourist in 2018, according to data from a tourist-profile survey, was 959 euros. Of that, 40% corresponded to transport, 25% to accommodation and the remaining 34% to spending during the stay in restaurants and cafés, on purchases, entertainment, internal transport and other areas.

According to the estimated number of tourists spending the night in the city, this sector represented a direct total declared spending, not to mention transport for arriving at the destination, in 2018 of **8.873 billion euros (24 million euros a day)**.

### Tourist profile

The average age of tourists coming to the city in 2018 was 36.5. 40.4% were women and 59.6% men, and 70.8% had university level education. Recreation was the main reason for visiting Barcelona. **70.2%** visited the city for recreation in 2018. **19.3%** visited for professional reasons and **10.5%** for personal or other reasons. Numerous reasons: training, health, research, business and sport are just a few of the reasons why visitors are staying in the city. Conference, fair and business tourism are extremely important. 46.6% of tourists had already been to Barcelona before. Only around 22% of the tourists had considered other alternative destinations before coming to Barcelona.

Perfil del turista. Any 2018				
<b>Sexe</b>		100,0	<b>Grau de repetibilitat</b>	100,0
	% homes	59,6	% 1a visita	52,4
	% dones	40,4	% 2a visita	14,4
<b>Edat mitjana</b>		36,5	% 3a visita o més	32,3
			ns / nc	0,8
<b>% turistes amb estudis universitaris</b>		70,8	<b>Mitjà de transport per arribar a Barcelona</b>	100,0
<b>Durada de l'estada. Nombre de nits</b>		4,8	% avió	80,7
			% ferrocarril	9,9
<b>Motiu viatge</b>		100,0	% cotxe	4,4
	% professional	19,3	% altres	5,1
	% vacances	70,2		
	% personal i altres	10,5	<b>Mitjà de transport utilitzat durant estada amb més freqüència</b>	
<b>Acompanyants</b>			% Metro	54,2
			% Taxi	20,8
	Només amb parella	31,3	% Autobús	11,6
	Sol/a	28,8	% Bus Turístic	3,1
	Amb família	17,3		
	Només amb amics	13,4		
	Altres	9,1		

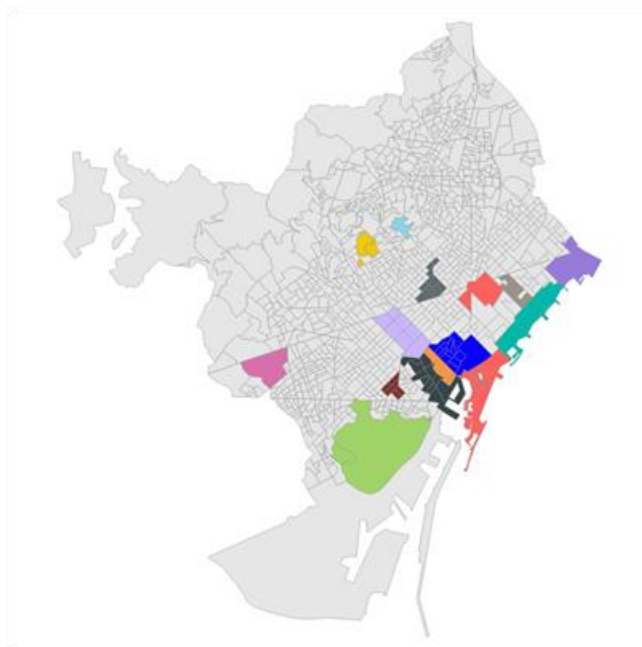
Tourist profile. 2018

### Dense and concentrated city

Tourist attractions and resources are not distributed homogeneously throughout the area. The sites in Barcelona with the biggest pull for tourists are the ones containing tourist icons which visitors identify as essential and which, in Barcelona's case, are geographically concentrated. These areas or **crowded spaces** are where the icons and attractions identified as symbolic and essential in the collective imaginary of visitors seeking to see and experience the city's emblematic sites are concentrated.

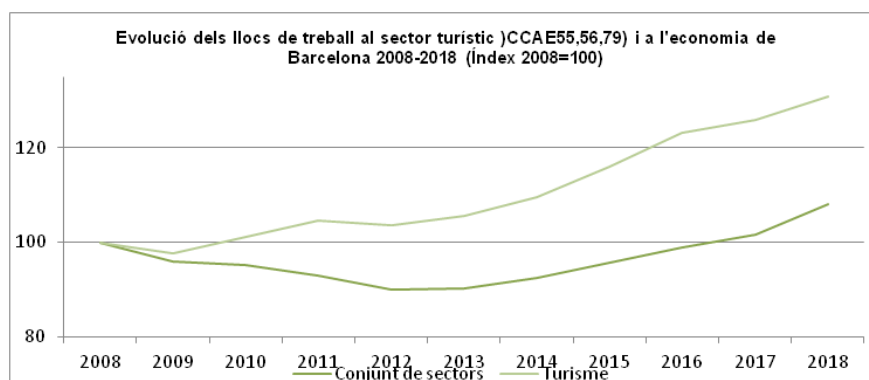
These spaces are where visitors coincide with residents for different reasons and with different expectations, and compete with one another over the use of public space.

Map of crowded spaces (EGAs)



**Employment in the tourist sector grew faster than in the economy as a whole in the 2008-2018 period**

Consisting of accommodation services, food and drink and travel agencies, the tourist sector performed better with regard to employment than the rest of the economy during the 2008-2018 period. The number of tourism-related jobs increased by 30.9% between 2008 and 2018, whereas the overall economy experienced a more moderate growth (7.9%).



**Evolution of jobs in the tourist sector (CCAEE 55, 56, 79) and in the Barcelona economy 2008-2018 (2008 = 100 index)**

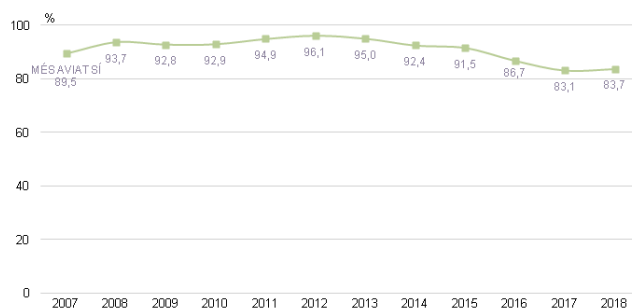
The tourist sector (CCAÉ 55, 56 and 79) ended the year with 96,257 people affiliated; 87.5% of the jobs corresponded to salaried staff and 12.7% to freelances, representing 8.6% of the city's employment.

The tourist sector in a broader sense, incorporating passenger-transport activities, organisation of conferences, arts and sports activities, created jobs for roughly 159,000 people and represented 14.7% of the city's employment.

### Citizens' perception

Citizens mostly regard tourism as beneficial. However, 58.6% consider that it is already reaching its limit for attracting more tourists.

Do you generally think that tourism is beneficial to Barcelona?



Sources: Tourism Department.



## D. OBJECTIVES OF THE GOVERNMENT MEASURE

This government measure is not intended to tackle tourism as a whole.

This government measure is not intended to tackle tourism as a whole.

Some of the elements that tourism management entails are, and have to be, subject to specific policies that need to be developed through common agreement with the policies that affect the city as a whole: mobility, urban planning, management policies and location of tourist accommodation, safety, infrastructural deployment, etc.

Others must be agreed in accordance with sectoral or territorial policies of the municipality: districts, culture, sports, economic promotion.

And some of them need to be deployed within the legal framework proposed and approved by the Parliament of Catalonia, often in accordance with European law: new models of accommodation, management of guides, etc.

Tourism management must also be performed in the context of political agreements and pacts affecting the entire city and which, owing to their importance and nature, need to be subject to specific treatment: the definition of the Barcelona brand, creation of priority sectors in the area of training, research and international investment, or progressive institutional definition of the territorial perimeter of the real Barcelona.

This measure, despite everything, cannot avoid any of these issues, not even partially, although it does aim to tackle them and respond to them in a definitive manner.

**It is for all the above reasons that the main aim of this government measure is to define an action plan for the coming years around tourist mobility, creating new tourist imaginaries and defining the management scenarios that will help to administer the tourist flows that the city receives, to diversify their social and economic contributions, reduce the negative**

**impact on crowded sites and help to extend the pride and knowledge of Barcelona's citizens of their own city.**

This goal involves achieving mid and long-term results in many wide-ranging aspects, which have to be qualitatively and quantitatively assessable.

At the same time, the sustainable development goals outlined in the United Nations treaties will also need to be fulfilled, in particular in point 8.9, which states: 'develop and implement policies to promote sustainable tourism that creates employment and promotes local culture and products'.

That is why this measure sets five main challenges:

1. Influencing tourists' expectations, perceptions and practices, based on the results obtained in the EMTDB. It is an implicit purpose of this measure to reduce the percentage of passive tourism-related expectations (sun, beach, leisure, night, etc.) to increase that of those seeking aspirational tourism (one that has predicted some of the sights that the city has programmed for it: culture, sport, heritage, gastronomy, emblematic trade, architecture, science, creative industries, etc.).
2. Enhancing the interaction between tourism management and the municipal departments as a whole, either to reduce their negative externalities or to diversify the proposals offered by the city.
3. Modernising the Barcelona Tourism Consortium in three areas:

- 3.1. Incorporating new objectives into its functional plan, from the signing of a programme contract with the City Council.
  - 3.2. Incorporating new players in its operations.
  - 3.3. Modifying its governance, to ensure maximum efficiency, in its articles of association and financial, tax and technical terms.
  
4. Broadening interaction with a greater diversity of private sectors and, above all, those with greater future prospects. In this sense, the city's tourist promotion must reduce its reliance on short-term economic results in order to work in the medium and long term based on the indications emanating from the city's main objectives.
  
5. Expanding Barcelona's real tourist perimeter so that the effects of overcrowding are reduced, a greater diversification of the offer is encouraged and a socially more equitable distribution of income from tourism is achieved. In this regard, we propose the launch of the International District, which will highlight emblematic city projects in each district with the potential interest of neighbours and visitors, while fostering a socio-economic distribution of income from broader tourism.

## E. AREA OF COMPETENCE

All the City Council's potential regulations therefore have to be explored while agreements enabling the adaptation, as far as possible, of the general legal framework to the city's objective features need to be promoted on a supra-municipal scale.

The aim behind this measures is to set three major dynamics in motion:

1. Determining, on the initiative and by mutual agreement of the respective municipal departments, the priority centres of interest that need to be developed in the city over the coming years, in order to broaden and diversify the tourist flows of visitors, manage their mobility and guide their management in advance.
2. Establishing participation and interaction criteria from all the municipal departments involved, from the private sectors affected and the supra-municipal institutions that they have to collaborate with.
3. Establishing operational criteria that should enable the modification and updating of the current tourism governance model in Barcelona, both in terms of organisation and finance of the bodies working in it.

This government measure obviously does not aim to comprehensively solve all the problems of Barcelona's tourist management, let alone all the requirements expected of the current management of tourism. Note here that some of these challenges have to be tackled by common agreement with other institutions (Barcelona Metropolitan Area, Barcelona Provincial Council, Catalan government and Spanish government) while others depend on legislation falling under the jurisdiction of the Catalan parliament and, frequently, the European Union.

Often, the regulatory objectives that the City Council aims to address to improve the distribution of tourism, as regards accommodation, taxation and guide or transport services, are altered by legal free-market or commercial private-initiative criteria. This is an issue that has to be tackled with legal precision and which cannot be avoided.

Even so, the Municipal Charter and the potential regulations of the City Council itself are powerful tools for operating and transforming the city's dynamics. The fact that this government measure will have to fall in line

with Barcelona City Council's jurisdictional framework does not have to be an obstacle to raising a whole host of questions which will have to be resolved in the short-, medium- and long-term, where necessary.

All the City Council's potential regulations therefore have to be explored, while agreements enabling the adaptation, as far as possible, of the general legal framework to the city's objective features need to be promoted on a supra-municipal scale. That is why the Parliament of Catalonia needs to ensure explicit recognition, each time it passes a law that affects the tourist reality of Barcelona, in its regulatory capacity.

## **INTERDEPARTMENTAL AND INSTITUTIONAL EFFECTS OF THE GOVERNMENT MEASURE**

Because of its own functional logic, tourist management is cross-cutting. Its goal is to integrate tourism into the dynamics of the city in order to avoid the progressive consolidation of a two-dimensional model in which there is a different (and potentially contradictory) tourist imaginary from the citizen imaginary. Despite the above, this central idea does not get round the need to develop specific services and programmes aimed at visitors, conditional, to a large extent, on the particular features of the tourist business or its quantitative aspects. It is here that a specific tax system – the Tax on stays in tourist establishments (IEET) – has had to be created, a specific regulation established for organising the construction of hotels or the progressive appearance of new tourist-accommodation models and new action protocols defined for the distribution and management platforms of mobility services, guided tours and other elements that find a business niche in tourism.

Mainstreaming is a basic goal for guiding tourism in Barcelona, and is certainly the best way for managing the city's tourist flows in the medium and long term in line with the development that Barcelona's residents want for their city.

Tourists are, in the temporary space they occupy in Barcelona, city residents, which implies a series of obligations and rights. These short-stay citizens obviously have different interests, expectations and attitudes: some are interested in culture while others are not, some have perfectly acquired universal civic habits and others do not, some are curious to find out about the city's values while others are only here for the beach and leisure. In fact, these types of differences are the same ones that Barcelona's residents are raising with us.

Analysing all that under this criterion allows us to conceptually segment passive tourism (in order to discourage it) and promote a steady growth of aspirational tourism. Achieving this will require maximum interaction between the policies which the city implements in areas of content management and production such as sports, culture and education, both at a central and district level and the policies for tourist management and promotion.

At present, the cultural experience of tourism in the city is having paradoxical effects: a majority presence in heritage and artistic sites clearly associated with the universal artistic imaginary (Gaudí, Picasso and, to a lesser extent, Miró, Macba and MNAC) and a small minority in live culture spaces. This imbalance generates a sense of local participation in reverse which hardly helps to improve the management of these sites and facilities. Similar effects can be seen in the sports world.

Similarly, tourism is seen as a distorting element in the city centre, while there are neighbourhoods and districts where its presence, regardless of the real interest in much of its activity, is virtually evidential.

The promotion of tourism, the relationship with international operators that decide on tourist destinations, the congresses, fairs or international events that relocate to Barcelona on a timely basis should promote more interaction between the companies that organise them and the municipal departments in order to create concepts, and therefore invest, grow and

evolve, in the medium and long term, for the effects we want them to have on the city.

In this sense, the Barcelona Tourism Consortium needs to become an accomplice to municipal policy and to help plan and finance some of these strategic contents in common with the different municipal departments.

Shows, exhibitions, libraries, sporting events, informal educational practices, creative industries, research centres and specialised schools, among other symbolic and economic realities of the city, will improve their expectations if they manage to integrate into the same conceptual logic the objectives and the demands of local audiences and at the same time seduce those who are visiting. And, except for those services that are intrinsically local, this change can only occur if the management of tourism and the management of other municipal services interact deeply under the parameters of common municipal goals.

## F. MEASURES. LINES OF ACTION

1

**Redefining the city's tourist offer, by creating a census of sites, events, projects and tangible and intangible tourist activities that are potentially developable within the short and medium term.**

In addition to the spaces that currently have an obvious tourist interest, one of the goals behind this measure is to plan, in agreement with the agents involved, what the new actions will be for the promotion of the city, the spaces and the content production lines (in cultural, sports, scientific, local markets, historical commerce, or in any other field) which, in the short, medium or long term, should allow us to diversify the city's attractions and contribute to consolidating a broader image of Barcelona.

- a. Organising all these elements; – those arising from the results of the Tourism Marketing Strategy of Destination Barcelona and from a database of the city's points of interest or the proposals of the different agents of the city – under the generic name of **'Barcelona Tourist Map'**.
- b. Incorporating into this preparation process all the city's departments and districts, with the possibility of using as a mechanism the Tourist Marketing Board (TMT) created for that purpose.
- c. Establishing the budgetary items required for promoting them and, in particular, for incorporating them into the strategic goals set out in the tourist tax criteria manual.
- d. Promoting the active participation of municipal and district areas in the preparation of these contents.



- e. Cooperating with private initiatives to implement them and create specific collaboration and co-funding mechanisms.
- f. Creating, where necessary, the corresponding municipal tax reliefs or regulatory exceptions in advertising and other areas affected by municipal byelaws, especially for activities that generate high added value for the community.
- g. Establishing the mapping, advertising and signposting mechanisms required to establish their relevance.
- h. Signing a programme contract with the Barcelona Tourism Consortium in order to prioritise communication actions affecting the city's tourist offer in common accord with the municipal objectives.

---

### Launching the annual Barcelona International District Project.

One of the goals behind this measure is to expand Barcelona's real tourist perimeter, which is currently confined to a small part of the city. The annual **International District** project should enable the highlighting of each district's iconic projects with objectives clearly aimed at the city and its residents, but of potential interest to visitors.

- a. Choosing the international districts two years in advance, always at the proposal of the district itself.
- b. Supporting each project with specific proposals that have structural value and through a high level of social and business involvement.
- c. Creating a budget match with IEET contributions that supplement the district budgets in order to start the programme.
- d. Including the cultural projects of districts in the Barcelona Cultural Foundation's tax-relief strategies, where this is permitted.
- e. Turning this project into a basic city-promotion feature and the active participation of the Barcelona Tourism Consortium.
- f. Involving the Catalan government, the Barcelona Provincial Council and the Metropolitan Area to incorporate the populations of the Barcelona area into this proposal.

---

**Applying the necessary changes in tourist mobility to ensure maximum efficiency and the best service with regard to general transport goals in the city.**

One of the main challenges of Barcelona's tourism management is to reduce the concentration of vehicles dedicated to transporting visitors to the city centre. This objective, which must be carried out in accordance with the criteria of sustainability and environmental respect that the City Council is currently adopting, will have to facilitate more tourist deconcentration, greater fiscal diversification and better quality in the public transport service.

- a.** Adapting the Tourist Bus routes to the requirements of the **Barcelona tourist map**, reducing their excessive concentration in the areas of current tourist interest.
- b.** In conjunction with the Metropolitan Transport Authority (ATM), make the investments required to integrate the Bus Turístic travel ticket with access to the city's most relevant facilities or events.
- c.** Promoting the parking programme, alongside BSM, for ZonaBus tourist coaches.
- d.** Optimising Bus Turístic's role as a tool for promoting Barcelona's new tourist locations and its area of influence.
- e.** Suitably signposting all the **tourist map's** sites and events in the public transport system.
- f.** Training the Bus Turístic's own and outsourced staff as tourist-information and promotion officers and establishing for this purpose the changes required in the definition of their roles.
- g.** Signing an agreement with the port and cruise operators for Bus Turístic to become the main mobility system for cruise passengers, so that it is

feasible to plan its activity in the city, avoiding the current tourist concentration in Ciutat Vella.

- h.** Promoting new forms of tourist transport on demand.

---

### Tackling the technological development required to achieve the objectives of this measure.

Applying the *smart destination* concept through the development of new tourist-offer information and marketing systems should enable tourist flows to be optimised, favouring their redistribution and ensuring that the supply is adapted, as far as possible, to demand, through collaboration with technology innovation centres and with the involvement of the private sectors and tour operators.

- a. Creating the '0 queues' plan to reduce waiting times for attraction and event access queues to a maximum of 30 minutes.
- b. Creating an information and communication channel with tourists to inform them of offers in real time and therefore encourage or discourage their visits.
- c. Developing the [Hola Barcelona](#) card as an integrated system for transport and access to cultural, sports and social facilities and events.
- d. Applying *big data* technology to knowledge and improvement of tourist flows. Signing an agreement on 'supercomputer' technology to analyse and find out about tourist-mobility flows based on WiFi technology, always within the data protection legal framework.
- e. Ensuring, from the signing of conventions and collaboration agreements with tourist centres, operators and agents in the sector, maximum professionalism of the guidance systems, promoting their professionalism, respect for municipal ordinances and correct employment in accordance with the current legislative framework.
- f. Linking any technological improvement with the creation or strengthening of jobs in the sector in decent working conditions.

### **Incorporating new work scenarios in the field of tourism.**

One of the considerations that arise from this measure is the need to redefine the concept of tourist which, owing to excessive general use, creates a sense of homogeneity that hinders any analysis of the diversity of visitors. The conference member, the trade-fair entrepreneur, the resident artist or expatriate worker, to give just a few examples, should not be considered tourists, as all those spending one or more days in the city for reasons of leisure or interest in getting to know new cities are usually labelled. It is here that a new way of defining all the people interested in Barcelona or visiting it from all over the world has to be promoted.

- a.** Collaborating with ICUB to make the Film Commission of Barcelona a strategic tool for explaining internationally the territorial diversity of Barcelona.
- b.** Establishing strategic agreements with the main festivals and events in the field of art and culture, the creative industries, commerce, sport and science, among other things, to position them sufficiently in advance in the imagination of future visitors.
- c.** Through the Tourism Observatory in Barcelona, creating a stable model of tourist-development indicators fully linked to city goals, in order to avoid an essentially quantitative analysis of the tourist situation.
- d.** Step up the promotion of business visitors, through conferences, fairs, commercial, artistic or professional missions or other proposals related to proactive goals.
- e.** Anticipating the proposals for visitors coming to Barcelona in the coming years, making all the information needed to create offers and generate new points of interest available to the agents of the city.

---

**Incorporating new metropolitan tourist content with a priority similar to those of the city itself.**

The tourist city goes beyond the strict limits of the municipal area, and thus its tourist concepts and all its offers need to be expanded.

- a. Incorporating the Barcelona Metropolitan Area and Barcelona Provincial Council into the Barcelona Tourism Consortium.
- b. Promoting an agreement with the cities in Barcelona's immediate vicinity to incorporate sites, events and projects into the Barcelona Tourist Map.
- c. Promoting jointly with ICUB an Office of Public and Cultural Audiences, in order to know and manage, in favour of the cultural projects of Barcelona and its Area, the demand and the consumption of contents, as much for the local public as for the people visiting from the exterior.
- d. Defining between the City Council, Barcelona Provincial Council, Barcelona Tourism Consortium and AMB, an annual plan to promote metropolitan tourism reality.

### Creating new lines of funding and extending tourist taxation.

If we are aiming to reduce the cost-income differential in tourism management and extend the funding of socio-cultural, sport and educational projects of potential international interest, we shall have to look for new ways of funding.

- a. Reaching an agreement with the Catalan government on increasing the current percentage of municipal return from the tourist tax.
- b. Negotiating with the Catalan government over the establishment of a supplementary municipal rate or charge related to accommodation.
- c. Analysing new scenarios with tax potential, beyond the current tax on stays in tourist establishments.
- d. Extending the functions of the Barcelona Culture Foundation to ensure that, in addition to contributing to the search for sponsorships for the ICUB cultural programme, it also seeks new collaboration with the business sectors to promote projects of global interest. Expanding its functions to cover sponsorship actions that can be carried out in the city's districts is also planned.
- e. Creating an initial economic fund of 2,000,000 euros, with an annual reinvestment fund of 300,000 euros, with contributions from the tourist tax and business-sponsorship funds to invest in socio-cultural and artistic projects of international interest. This fund will not have the essential objective of subsidising projects, but rather to participate in their production and economic performance, ensuring maximum social return to the territory.



### **Organically incorporating the goals of this measure into the work dynamics of the Tourism and City Council and the Barcelona Tourism Consortium.**

To achieve the objectives of this measure, we need to change the way the bodies and entities currently working on them operate and ensure, above all, that we are acting in a coordinated way. This goal is doubly important insofar as the definition of all the elements that form part of the Barcelona brand, the city's economic promotion and tourist management have to become three cornerstones of the same policy. This is important overall, but especially so in relation to the policy for attracting fairs, conferences, conventions, enterprises, talent and investment capital.

- a.** Modernising and adapting the operational model of the Barcelona Tourism Consortium to the current requirements of tourism management and turning it into an international management and promotion entity for the city to attract visitors in line with the goals set out under the Barcelona Brand Plan and the EMTDB.

Incorporating new social and business players into the city's tourism-promotion tasks and applying the necessary changes in the articles of association to make this possible in the bodies concerned.

- b.** Proactively linking the Tourism and City Council to the Barcelona Tourism Consortium, as part of its advisory board, to ensure a more efficient relationship between citizen debate on tourism and tourist-promotion and management initiatives.
- c.** Extending, with more resources and greater coordination with the entire City Council and the city's economic players, the Barcelona Convention Bureau to increase and consolidate Barcelona's capacity to attract business tourism.
- d.** Arranging and aligning international promotion initiatives that are carried out by the Tourism Consortium, the Department of Tourism, the promotion of the Barcelona brand, the *city branding* and the City Council

itself, to improve their efficiency (in terms of adapting them to the city's goals) and their assessment.

---

## Aligning the city's tourist offer with the Agenda 2030 for sustainable development and compliance with the Sustainable Development Goals (SDGs).

The city's commitment to the sustainable development goals set by the United Nations is unquestionable, which requires tourist management to be involved at the highest level. This affects the municipal actions, but also those of the private sector involved and those of other administrations that act directly or indirectly in the tourist activity. The port, with regard to the management of clean energy for cruise ship stays in the city, and the airport are, in this area, fundamental.

- a. Incorporating the application and assessment of tourist policies in the implementation of sustainable development goals.
- b. Adapting the criteria of the Biosphere Tourist Sustainability Commitment to sustainable development goals.
- c. Extending the Biosphere Tourist Sustainability Commitment to tourist enterprises and services in the entire sector and signing binding agreements for these purposes or incorporating them into subsidies and agreements that may affect them.
- d. Supporting the creation of socially responsible areas linked to tourist activity in neighbourhoods and districts.
- e. Those companies that comply with the SDGs will be highlighted, giving them more visibility for visitors in the tourism offerings.
- f. Promoting new agreements with the tourism industry to adapt to the SDG compliance. Deepening the energy rehabilitation of HUT (tourist-use) hotels and establishments that generate great energy savings.

### **Implementing a training and economic development strategy in the area of tourism.**

Encouraging the connection between student graduates or from vocational training centres and business environments to ensure stable channels for employment and renewal of the human talent of companies in the city.

- a) Commissioning Barcelona Activa with the management of an economic development programme in the field of tourism which incorporates all the stages of the value chain: entrepreneurship and enterprise, promoting jobs and the social economy.
- b) Working jointly with the main schools for training expert and tourist-management staff to improve the sector's standing.
- c) Strengthening the ties between tourism and the city's strategic economic sectors.
- d) Launching the Interchange project with the aim of promoting synergies between local economic ecosystems and business tourism.
- e) Normalising the holding of business board meetings with different sectors of the local economy to plan mid- and long-term initiatives together in relation to trade fairs and conferences agreed to or to develop joint strategies for holding them.
- f) Giving impetus to new lines of training in non-specialised subjects. For example, the creation of a master's degree specialised in the LGBTI tourist segment.

---

## BUDGET ALLOCATION

This measure provides for the allocation of part of the revenue from the application of the municipal surcharge of the tourist tax or that may arise from other fiscal proposals to finance the proposals based on their lines of action. All this falls within the framework of goals provided by the law, which include, among other elements, the activities of tourism promotion and the purposes established in the Plenary agreement where it was established for the Generalitat to enable the City Council to apply a surcharge.

The figure we estimate in order to optimally address the set of programmes that will be developed within the framework of this measure is 4,200,000 euros.