ESPON

EUROPEAN UNION

Inspire Policy Making with Territorial Evidence

TOPIC PAPER

Synergetic relations between Cultural Heritage and Tourism as driver for territorial development: ESPON evidence

October 2020

Since the nature and (geographical) diversity of Cultural Heritage (CH), in its close relation with Tourism (T), are becoming real symbols of a sustainable economic reaction to the impact of COVID-19, this topic paper's general scope is to outline a pan-European approach, such as ESPON contribution. Such approaches are useful to realise new tourism planning strategies, starting from policy needs and defining the associated investments in society and urban communities in the framework of European territorial evidence. The topic paper aims at introducing the main issues related to synergetic relation between Cultural Heritage and Tourism (CH&T) as driver for territorial development and the future role in European policy.

This discussion is broken down into three sections: an introduction that provides some elements of knowledge on the impact of COVID-19 on the tourism sector and introduces the theme of the synergetic relationship between T and CH, identifying Cultural Tourism (CT) as a phenomenon to be investigated in its impacts on the territorial development. The second step investigates the relationship between T and CH through ESPON evidence considering CH as cultural capital in the development of territories; the tourism sector, CH and its attractiveness, and policy options for CT development. The third section comprises of the discussion of the topic in terms of interpretation and current strategic orientations. The conclusions provide some insights about the strategic factors for the sustainable integration of CH&T as well as the research needs for further ESPON activities.

MAIN POLICY QUESTIONS

- How can European cities and regions relaunch and implement sustainable tourism based on CH attractiveness? How to make full use of the geographical diversity economies, green innovation, and actions taken towards a green new deal?

- How to elaborate and implement urban spatial planning (by Urban Agenda) to prevent new COVID-19 impacts on tourism and to increase territorial mobility? What adaptation measures could be put in place as part of a place-based anti-pandemic strategy?

- How should regions and cities cooperate to ensure the cross-border policy coordination regarding tourism-oriented measures and territorial governance models at wider geographic scales?

- How to reinforce sustainable tourism in multiple urban dimensions, with contradictory goals and planning complexities at urban and regional scales?

- How to match the concept of sustainable tourism with Smart Specialisation Strategy (S3)? In addition, how to align this with technology advancement in CH?

MAIN POLICIES/POLICY DOCUMENTS

- European Heritage Strategy for the 21st Century 2017 (Council of Europe)

- A New European Agenda for Culture 2018

- European Framework for Action on Cultural Heritage 2019 (European Commission)

- European Union Urban Agenda: cluster Culture and Cultural Heritage (orientation paper)

- Cultural heritage and tourism development Strategy (National Tourism Plan 2017-2021) (Italy)

- Technological cluster for Cultural Heritage (Italy)

- Culture Plan 2020 (Spain)

- Touristic strategies and promotional campaigns in Southern Europe

- Cultural built heritage strategies (Cyprus)

- Territorial Agenda 2030

The references at the European level that are useful to frame the relationship between CH and Tourism are identifiable in the listed documents that define the current centrality of CH as a common identity of the Union.

In particular, A New European Agenda for Culture 2018 (replacing the previous one from 2007) provides a strategic framework for EU action in the cultural sector, while the European Framework for Action on Cultural Heritage (2018) establishes a set of four principles for action for European cultural heritage:

- A holistic approach, which considers cultural heritage as a resource for the future and puts people at its centre;

- Mainstreaming and an integrated approach between different EU policies;

- Development of evidence-based policies, including through cultural statistics;

- Multi-stakeholder cooperation, encouraging dialogue and exchange between a wide range of actors in the design and implementation of cultural heritage policies and programmes.

The European Union Urban Agenda (Cluster Culture and Cultural Heritage, Orientation paper 2020) aims at indicating guidelines for the implementation of actions at the urban scale and dialogues with the local level for the formulation of urban regeneration and sustainable tourism development plans.

The individual tourism strategic plans at national level (Italy, Spain) aim to provide a framework for the tourism sector and may be linked to the post-COVID recovery perspective for the sector.

It is likely that all strategic plans for tourism development will need to reformulate their short-term indications in the light of current levels of reduction in tourism flows.

However, with the current expectations that consider the recovery of the economy in a ten-year perspective (Kozlowski et al. 2020) it seems that an overall rethinking of the traditional reference model that sees (beyond the segmentation of the targets) the increase in visitor flows as the main objective/indicator of any tourism development plan is necessary.

Nevertheless, any development strategy that focuses on the relationship between CH and T cannot ignore an integrated concept that considers the recognition of the territorial value of CH as a driving element of CT. The Territorial Agenda 2030 is the essential reference framework for integrated action to achieve European objectives through a territorial approach.

1.
Introduction

The relationship between Cultural Heritage (CH) and Tourism (T) in spatial development can be observed from several points of view. The first, linked to a vision of tourism as an industry, includes the consideration of cultural heritage as an asset and the attractiveness of the territories as having interesting assets for tourism development. The second is linked to a more integrated vision and uses the category of cultural tourism (CT), which assumes CH as a relational asset par excellence.

Since the nature and (geographical) diversity of CH in its close relation with T are becoming real symbols of a sustainable economic reaction to the impact of COVID-19, the topic paper's general scope is to identify some issues and outline possible pan-European methodological approaches, such as the ESPON contribution. Such approaches are useful to realise new tourism-planning strategies, starting from policy needs and defining the associated investments in society and urban communities in the framework of European territorial evidence

Considering quality of life, employment, income, leisure, and other aspects, as aims to inspiring new CH valorisation policies, the topic paper takes into account several elements linked to cultural and natural heritage such as the technological-cultural industry, adaptive reuse, urban recovery and regeneration, financial sustainability tools and investments.

Tourism is a leading and ever-growing economic sector, outpacing the global economy with a 4% increase each year, according to the UNWTO Tourism Barometer 2019[1]. Europe accounts for 51% of the world tourism market with its rich cultural heritage and favourable socio-political environment. This trend was dramatically halted in 2020 due to the COVID-19 pandemic[2]. However, a recovery, mainly based on so-called proximity tourism, was tested in 2020 and is expected to start from 2021.

The role of the tourism sector in a contemporary economy advocates for the need for responsible approach, in line with the UN New Urban Agenda, the 17 Sustainable Development Goals (SDGs), the 'New European Agenda for Culture' (CE, 2018) and the European Green Deal.

In this context, the motivations of the tourism phenomenon are increasingly linked to its cultural dimension: "Cultural tourism is a type of tourism activity in which the visitor's essential motivation is to learn, discover, experience and consume the tangible and intangible cultural attractions/products in a tourism destination. These attractions/products relate to a set of distinctive material, intellectual, spiritual and emotional features of a society that encompasses arts and architecture, historical and cultural heritage, culinary heritage, literature, music, creative industries and the living cultures with their lifestyles, value systems, beliefs and traditions." (UNWTO, 2017, p.14).

Culture and tourism have always been inextricably linked. Cultural sights, attractions and events provide an important motivation for travel, and even travel itself generates culture. Only in recent decades has the link between culture and tourism been more explicitly identified as a specific form of consumption: Cultural Tourism (CT). (Richards 2018, p.12)

Therefore, CT is an activity which connects tourists with the local culture, and thus with local people and places. The relation between culture and tourism, building on territorial diversities, can strengthen the attractiveness of places, regions and countries and the partnership between public and private sectors and between regions and its citizens.

The debate on the *Next generation UE 2021-2027* relaunched how the territorial (economic and societal) impact assessment on tourism is one of the mandatory instruments of a pan-European CH planning in order to generate positive effects of the recovery investment post COVID-19. Case studies and in-depth data analysis (see ESPON Data Base) have built up a territorial framework able to identify the "CH- potential capital" to be involved in sustainable and cohesive challenges of tourism.

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[1]UNWTO (2019). UNWTO World Tourism Barometer and Statistical Annex, 17(2). Available at:

https://www.e-unwto.org/toc/wtobarometereng/17/2 [Access date: 20/08/2020]

[2]By regions, Asia and the Pacific, the first region to suffer the impact of the pandemic, saw a 60% decrease in arrivals in January-May 2020. Europe recorded the second strongest decline with 58% fewer arrivals, followed by the Middle East (-51%), the Americas and Africa (both -47%). UNWTO (2020). UNWTO World Tourism Barometer and Statistical Annex, 18(4). Available at: https://www.e-unwto.org/toc/wtobarometereng/18/4 [Access date: 20/08/2020]

The nature of CT has recently been analysed by the UNWTO Report on Tourism and Culture Synergies (2018) which uses a survey with 43% coverage of Member States plus 61 international experts and academics. This study confirmed the importance of CT, with 89% of national tourism administrations declaring CT to be part of their tourism policy and a forecast of growth in this type of tourism the following five years. The research provided empirical support for original estimates of the size of the CT market for the first time. It is estimated to account for over 39% of all international tourist arrivals or the equivalent of around 516 million international trips in 2017.

Cultural and creative industries have been among those sectors of the economy most seriously impacted by COVID-19, with responses at various levels of government focused upon social distancing, travel restrictions, prohibitions on gatherings of large groups and the resulting economic recession.

In the current pandemic situation, while the impact on arts and cultural sectors has been generally very adverse, some interesting questions arise out of a potential shift from international to domestic tourism. Before COVID-19, the 'overtourism' phenomenon in some parts of the world – particularly in some World Heritage Sites – was becoming problematic.

The reduction of pollution levels related to the halt of activities has certainly positively influenced the processes of degradation of the built environment of CH and has reduced the anthropic impact on the most sensitive sites.

Now, as populations and policymakers attempt to simultaneously prop up public health and the economy, the challenge for CT operators will be remaining solvent during a crisis that restricts the movement of people. Nevertheless, there are early signs, such as in the Italian situation, that there may be a renewal of domestic tourism, particularly in places that are readily accessible by car and within state boundaries.

BOX 1: Forecasts of the impact of COVID-19 on tourism

Even if all countries and regions are affected by tourism flow slowdown, the magnitude of the effects depends on the sectorial specialisation.

The recent report from the Joint Research Centre of European Commission (Marques et al. 2020) provides an analysis of the potential effect of the COVID-19 outbreak on EU employment, as the result of tourism flow slowdown. Based on the results of recent surveys, conducted between April and May 2020, the document quantifies the potential changes in tourist behaviour during the summer and autumn of 2020, as consequences of travel and mobility limitations, and psychological and economic factors. Therefore, three potential scenarios for the following months (from June to December 2020) in relation to the volume to tourist arrivals are described in Table 1, depending on the evolution and spread of the virus.

Table 1: . Estimated changes in tourism arrivals, EU, 2020, in comparison with 2019, and the subsequent number of jobs at risk in the EU27 2020, by scenario

	Confidence to travel scenario	Fear to travel scenario	Second wave scenario
Key features	"Extended long hot summer" - Open borders inside & outside EU - Rising trust to travel - Moderate change in destination preferences - Isolated new COVID-19 cases - Most companies survived	"Escape to wherever" - Semi-controlled outbreaks - Most borders still open - Travel confidence drops - Domestic travel is preferred - More companies out of business, lowering supply	"Islands of tourism" - Few outbreaks spread further - Most borders closed - Travel confidence very low - Limited domestic travel - Many business out, lowering supply and employment
Domestic tourist	-30%	-46%	-61%
International tourist	-50%	-61%	-79%
Intra-EU tourist	-44%	-60%	-73%

Extra-EU tourist	-57%	-62%	-88%
Average	-38%	-52%	-68%
Jobs at risk	6.6 million	9 million	11 million
% active population	3.2%	4.3%	5.6%

Source: Based on EUROSTAT data for the January, February and March. Estimations from April to December by Marques et al. 2020, p. 26, 28 and Science for Policy brief European Union, 2020 – JRC121263

An estimation of the number of jobs at risk in EU in 2020, as a result of the slowdown of tourism activities, has consequently been provided. Jobs at risk are not the same as jobs lost. Jobs at risk could be jobs at risk of reduction in working hours (and consequent reduction of compensations) or permanent jobs losses. Furthermore, it can also represent a loss of opportunity for temporary/ seasonal workers, who are unemployed or who supplement their annual income with summer jobs.

"Croatia, Cyprus, Malta, Greece, Slovenia, Spain and Austria are the countries most likely to have jobs at risk [*very high risk*] as a result of the slowdown in tourism, taking into account the contribution of the tourism sector to national employment, the dependence on international tourists and the share of temporary employees." (Marques et al. 2020, p 28). The countries with high risk are Italy, France, Portugal, Belgium, the Netherlands, and Sweden.

"At regional level, probably the most affected territories might be those places with a usually high tourism concentration in Summer, or urban tourism destinations, as the results of recent surveys showed new preferences for the summer 2020: low tourist density destinations, outdoor activities and away from big cities. For some rural areas, the COVID-19 crisis could even be an opportunity to boost their local economy, not only because of the above features but also based on a more sustainable and eco-inclusive consumer behaviour. Regions less affected by COVID-19 are also more attractive for tourism, because they transmit an image of a safer place for tourists. Regions with a strong tourism seasonality, which is correlated with a higher share of temporary employees, could also have a higher likelihood to jobs at risk. Regions with a higher regional vulnerability to the tourism index, which includes the seasonality and tourism intensity, are also those where employment generated by tourism sector is the most important. Therefore, this index [Figure 1] helps to identify which EU regions have a higher likelihood to have jobs at risk as the result of COVID-19". (Marques et al. 2020, p 28)

Figure 1 Regional vulnerability to tourism per NUTS 2 level, EU, 2016
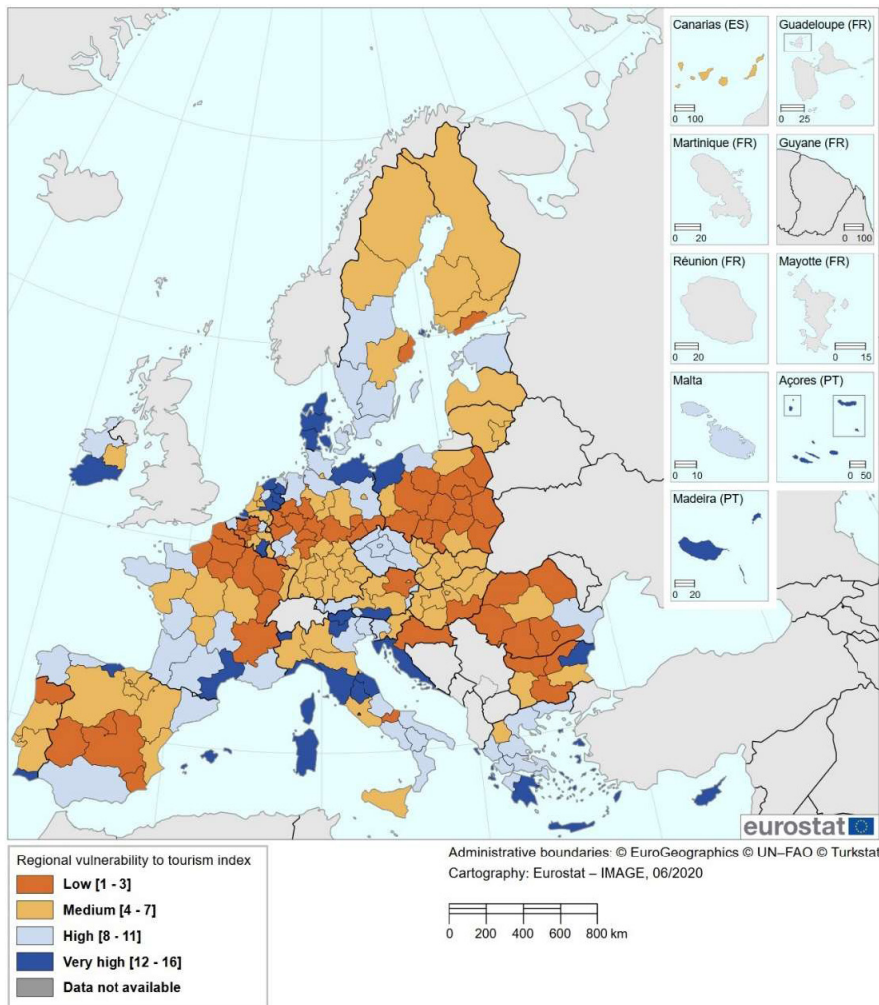
Source: Marques et al. 2020, p. 28,

BOX 2: COVID-19 impact on the tourism sector in Italy

Regarding the specific Italian situation, a careful reading of the prospects for the main incoming markets leads to consideration that the crisis of demand affected all the long-haul markets and the touristic market areas such as Sea, Cities of Art, Business Travel, that represent almost all the main segments for Italy's tourism.

There is a total attendance loss of between 126 million and 153 million compared to average hotel volumes expected for 2020 and based on figures from 2018 . It is possible to estimate a fall in demand between 45% and 55%, depending on the evolution and duration of the lockdown measures. Only in 2022 could volumes return close to the average of the last five years (data from THRENDS®, Tourism& Hospitality Analytics, 2020).

Italy (Figure 2) already had a negative performance in youth employment before COVID-19 and the lack of income increased low-cost tourism. Looking at the medical statistical reports, it is clear that COVID-19 has initially affected people over 60 years old, which are the main spenders in touristic activities.

Since the 42.2% deaths initially (March-May) occurred in the age group of between 80 and 89 years, while 32.4% were between 70 and 79, 8.4% between 60 and 69, 2.8% between 50 and 59 and 14.1% over 90 years, the traditional amount of spending in tourism was reduced. Last summer, low-cost tourism still attracted young people, contributing in spreading the virus and consequently in lowering the average age of the infected to 30 years.

Figure 2 Regional youth employment performance and resilience relative to EU average, 2016
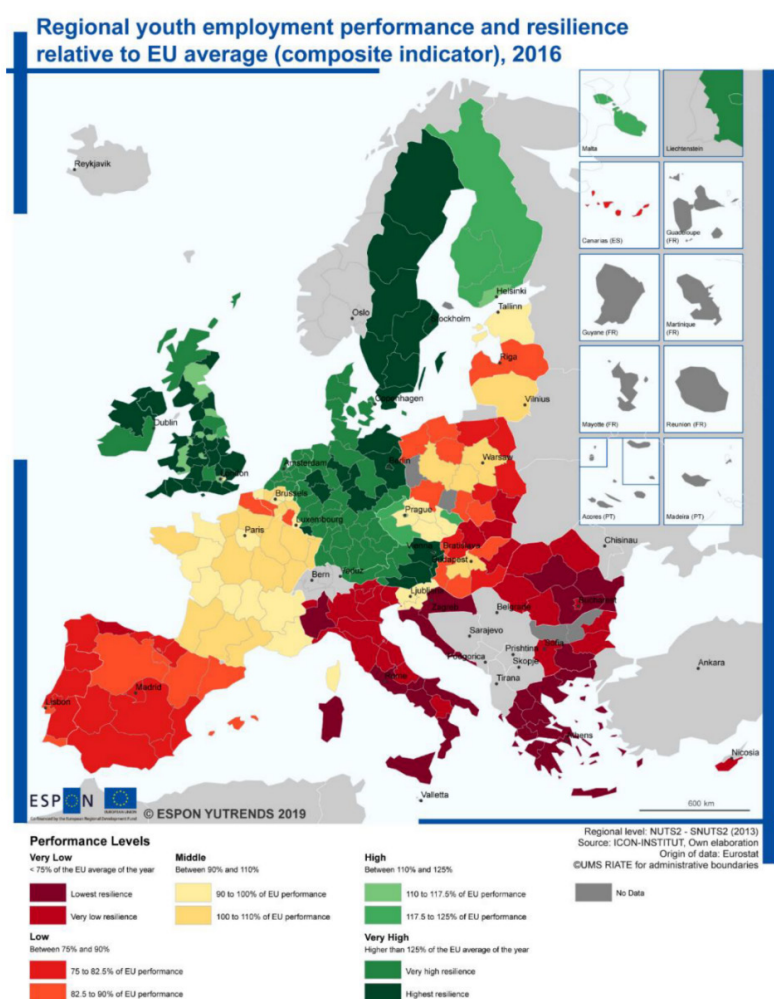
Source: ESPON YUTRENDS Final report, p.20

The great uncertainty that the impact of the COVID-19 is having on EU countries and the younger generation's future affects the entire private and public social spheres of our lives and our well-being. It is evident, however, that the unexpected, prolonged and still unpredictable crisis of COVID-19 will strongly contribute to bringing the attention of citizens and policymakers back to the challenges of sustainability, of the environment and the state of the future.

CH, as tangible and intangible systems of elements, is an essential part of these challenges, since on the one hand, it constitutes the collective identity represented in public space, and on the other hand, it is a powerful vehicle of communication and socio-cultural development for civil society as a whole. Conversely, the sectors of the economy most directly linked to it, such as tourism, are also those most affected in the short term.

The central role that CH can play in the field of public policies is aimed at relaunching the economy, including through the regeneration of urban and suburban territories and spaces. In the face of the challenges triggered by the current pandemic phase, European regions and cities are therefore called upon to respond with innovative solutions, redefining the concept of "regeneration" but also that of governance and chains decision-makers who will have to give adequate answers to current critical issues.

The current use and consumption of CH has played a limited role in terms of public participation as a social value and as a means to achieve well-being. This long absence of CH's role has had a positive impact on the increase of digital communication, which includes immaterial forms of human well-being, happiness and quality of life linked to identity memory, genius loci and cultural landscapes in general (Prezioso, 2018).

Moreover, the CH impact on societal well-being "*is related to the fact that culture is multidimensional, covering different domains of the economy, society and individuals' lives*" (Montalto, Tacao Moura, Langedijk, Saisana, 2019

p. 167). It suggests that impacts of CH are also present on the current societal values involved in the ties of CH to communities[3]: CH generated the premises for shaping sustainable communities based on virtual tours.

The impact of the presence of tourism in a given territory is measured in terms of the impact of directly related activities but, in the time of the COVID pandemic, must also, more globally, take into account the potential impact on the dynamics of cities and regions.

Local public authorities integrated these considerations into cultural policy. More specifically, the economic benefits of tourism has a wide scope: beyond cultural heritage structures and tourism-related activities (e.g. restaurants, accommodation, travels, etc.), the development of a territory benefits from attracting visitors: visibility of the city, development of creative industries, indirect job creation, investment, community cohesion, conservation of larger areas, diversification and quality increase in educational programmes, etc. In addition to the impact on employment, CH could make a positive contribution to the quality of life through regeneration processes that focus on its enhancement. In new dynamics, urban infrastructural rehabilitation and adaptation are fundamental. The alignment between heritage conservation and city regeneration can be summed up by the notion of an "integrated approach to active conservation", which designates local economic and social development induced by a heritage conservation plan.

Several studies investigate the effects of Cultural Tourism (CT) in economic terms and the contribution to regional and urban attractiveness, (e.g. HLF, 2010; Ecorys, 2012; Realdania and Incentive, 2015; Oxford Economics, 2013 and 2016; ESPON, 2019). In the last decade, scientific contributions, general/local studies and applied research projects recognised the role of CT as a potential driver for territorial regeneration, growth, job and economic development in Europe and as an important contributor to the achievement of the 2030 Agenda for Sustainable Development.).

CT can foster transformation of cultural and/or natural sites through intercultural dialogue and understanding (SDG 16), socio-economic growth (SDGs 8 and 10), participatory governance (SDG 17) and environmental sustainability (SDG 13 and 14) in order to balance the level of development across Europe.

In 2020 and 2021, a number of events presenting ESPON evidence on Tourism and Cultural Heritage will take place. Both themes have been targeted by a policy needs assessment carried out by the ESPON programme in all 27 member states of EU, as well as four partner states: Iceland, Liechtenstein, Norway and Switzerland. This methodology enables ESPON to collect local evidence needs from territorial and structural stakeholders and highlights relevant national and local policy processes in each country. During the assessment procedure, information about the present and planned policy processes were collected. This resulted in an extensive amount of data consisting of ongoing and planned policy documents and programmes (development strategies, spatial plans, visions, etc.). The collected data was analysed with a content analysis method (frequency analysis) and resulted in the identification of several thematic clusters across Europe where support from ESPON evidence is most needed. The results of the needs assessment show that Tourism and CH are themes to which policy processes were targeted. This is the starting point for ESPON outreach activities on the topic, for which this present paper sets the ground including the state-of-the-art ESPON and academic evidence on these issues.

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[3]Cornelia Dümcke and Mikhail Gnedovsky (2013), in the *The Social and Economic Value of Cultural Heritage define **[Cultural] heritage** as a group of resources inherited from the past which people identify, independently of ownership, as a reflection and expression of their constantly evolving values, beliefs, knowledge and traditions. It includes all aspects of the environment resulting from the **interaction between people and places through time.***

2.

ESPON EVIDENCE *Cultural Heritage and Tourism*

## ESPON 2006, ATTRACTIVENESS, TA TOURISM, TA MCH

Cultural heritage as cultural capital in the development of territories

CH as a key asset for territorial development has been identified by the ESPON Thematic project 1.3.3 The Role and Spatial Effects of Cultural Heritage and Identity.

The question of the role of cultural heritage in the development of a territory has many aspects (Figure 3):

- the presence of a built heritage to be considered as cultural heritage whose individual elements are the vectors of this heritage. As a rule, the specific form of built heritage, artefacts and the local cultural industry is determined by the local history and environment (milieu);

- the physical relationship between the individual elements can be seen as the hardware (the infrastructure system of cultural heritage);

- the images, the real uses, the users of the elements, the positioning and the economic exploitation of the cultural elements constitute the software of the cultural heritage system: the software is more modifiable and flexible than the hardware and is more sensitive to change than tastes and values;

- the organisational network (orgware) refers to the way in which local communities, regional and national authorities act for the protection and management of CH;

- the culture-sharing factor for the future (shareware) refers to the fact that the territorial development of CH is strongly dependent on the structure of the partnership system that supports the development process. Therefore, the term "shareware" was coined to refer to this context variable.

Figure 3 Model for Analysing Territorial Expressions of Cultural Resources
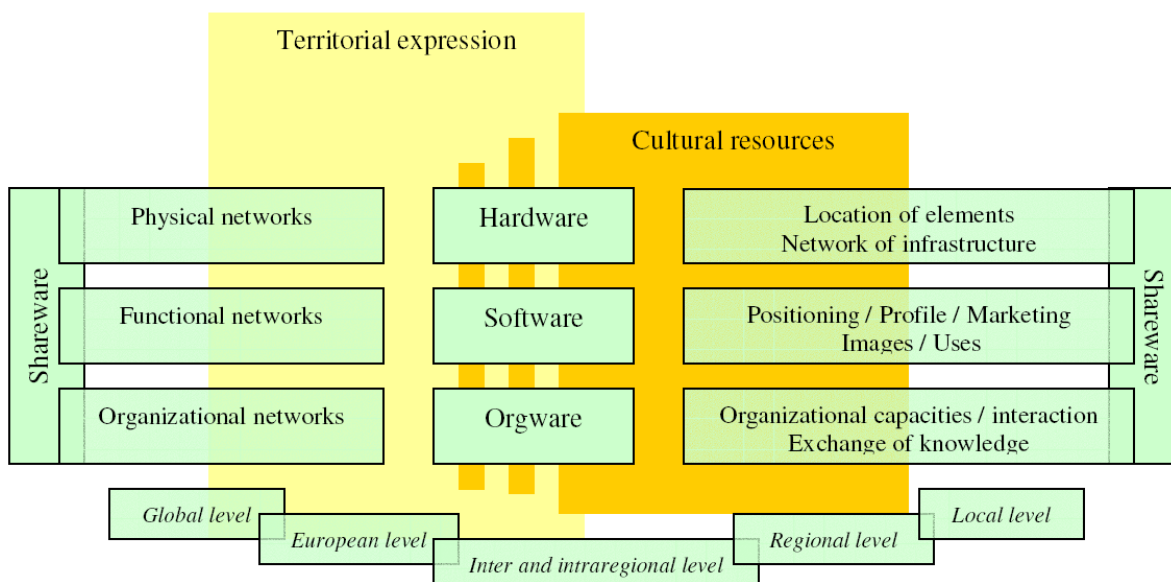
Source: Kramer, M., Jansen-Verbeke, M., 2004, EU- European Committee of the Regions in . ESPON project 1.3.3 The Role and Spatial Effects of Cultural Heritage and Identity Scientific Report p. 55

Actions in relation to these systems focus on:

- Hardware conservation

- Software production

- Orgware management

- The construction and exploration of networks of actors participating in 'shareware'.

The functioning of such a system refers to the model of the territorial cluster in which the advantages of proximity constitute the condition of existence.

The existence of network relationships (physical, functional and organisational) creates a favourable business climate and multiplies opportunities.

The sharing of risks and the elaboration of collective strategies is another characteristic of this type of scenario. Territorial Clusters function as districts of creativity at different scales: e.g. a museum district in a European city like Vienna or a cultural road like the pilgrimage routes that wind through European regions.

The assumption that CH in Europe is not only a set of material goods to be preserved and mapped but rather an element of identity-building and dynamism for the territory, is inspired by three paradigms.

The paradigm of attractiveness concerns the role of CH in tourism dynamics of localities and regions. The most evident impact of CH on territorial identity is linked to its potential as a resource for tourism development.

The paradigm of diffusion. The presence of CH creates a favourable climate for the creation of new cultural goods and services, also making it possible to explore new cultural goods to be exported outside the territory. It relates to the ability to transmit and perpetuate local knowledge and to move from production to marketing.

The territorial paradigm. The most important factor is the real contribution that cultural activities make to local and regional development. Relevant factors are considered to be the spatial concentration of heritage elements and the ability to produce and disseminate values and reference

points. Cultural resources are seen as social capital, their presence and care as incentives for social integration and as opportunities for economic activities.

The point to understand is what kind of interactive process can be triggered between conservation, production and dissemination of CH.
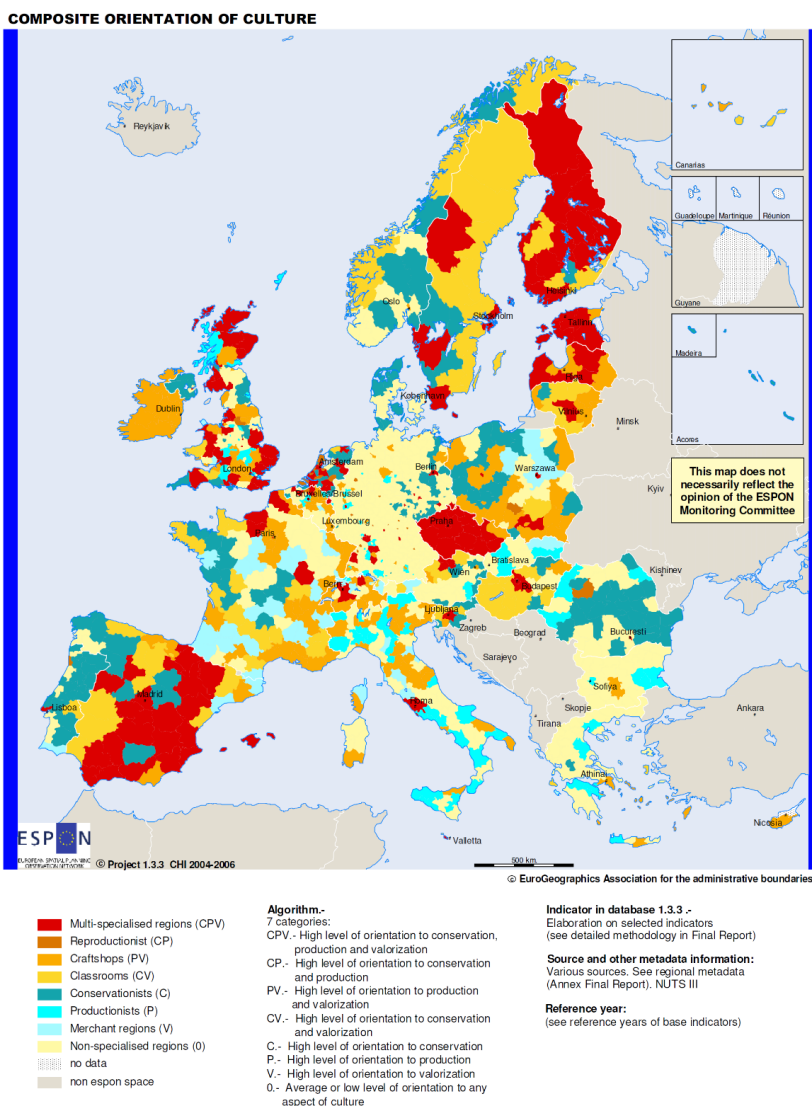
ESPON's 2006 project "The Role and Spatial Effects of Cultural Heritage and Identity" proposed a classification of regions based on their cultural components, and their 'specialisation' (Figure 4) in the provision and fruition of cultural elements (e.g. conservation / production / diffusion of culture).

A. The conservation of culture: culture as an asset – tangible or intangible – with ethic values and as a carrier of local identity, which needs to be defended against territorial and market trends that compromise the stability of its provision.

B. The production of culture: culture as a "commodity" which needs to be (re)produced not only to reconstitute the cultural capital - which is one key component of contemporary social and economic development and which is continuously wasted due to its idiosyncratic nature - but also (and increasingly so) as a source of economic development, insofar as it is embedded in production processes (creative industries and other knowledge-intensive economic sectors).

C. The valorisation of culture: culture as a set of social norms and capacities which enrich the local communities and may be used to "make themselves known" to the other communities in order to establish good relations for social and economic exchange. Thus culture is about "educating" the local community (so that we can get to know more about ourselves and our identity, and about the "others" and their values) as well as about "educating" the others, or developing and establishing an image, or a brand (so that they can get to know more about us).

Figure 4 Composite orientation of Culture

COMPOSITE ORIENTATION OF CULTURE

Source: ESPON project 1.3.3 (2006) The Role and Spatial Effects of Cultural Heritage and Identity Scientific Report p 152

An updating of database for a new application of methodology could be useful to detect evolution of regional specialisations.

Tourism sector, CH and attractiveness function

The relationship between tourism and CH can be seen at the origin of the tourism phenomenon and has evolved through both the dynamics of tourism as an expression of modernity and the different conceptions of the role of CH in contemporary societies.

As evidence of this, in the second half of the 20th century, the notion of CT emerged to denote, in particular, the characterisation of tourism as an experience and the characterisation of CH as its own expression which is historically determined and intrinsically connected to the territory in which it is located.

In this context, tourism is configured as a relational phenomenon that makes use of the complex of resources (heritage) specific to a territorial area, and of the social recognition that gives value to the individual elements by virtue of a cultural operation that identifies them at different scales (from national to local) as a territorial, and therefore identity, matrix. A system of knowledge, activities and production processes is therefore developed around CH, which is nourished by this attribution of value and which helps to reproduce and regenerate.

In this framework, the functional operator between tourism and CH is the attractiveness of a location, site or artefact,

and can be defined as the ability to attract visitors, measured by their flow.

The effect of attractiveness is expressed in the (desired) formation of a visitor movement (visitor flow) that generates value for the host territory (not only of an economic nature).

In the last twenty years, tourism has taken on a new dimension and capacity to influence the transformations of cities and territories with (not always) positive effects on their organisation and management. This has occurred as a consequence of a greater weight assumed by tourism in local and regional economic structures and a new position attributed to the sector in the analysis of national and global economies. There has been a shift from a conception of the tourism sector as an area of complementary and superstructural economic exchanges

to a definition of an economic area structuring local economies; at the same time, the organisation of tourism activities has shifted from a Fordist type of modelling (organisation of different production segments in a chain) applied in areas of tourism development, to a post-Fordist type of modelling (with introduction of several chains of tourism products) in the so-called local tourism systems (for example cultural districts). At present, there is a need to provide "edutainment" experiences increasingly mediated by new technologies, as an offer of products to cultural tourists to increase the attractiveness of the market (Du Cros and McKercher, 2015).

Tourism is recognised as a productive economic sector with the capacity to stimulate and drive other traditional economic sectors: from agriculture to food packaging, from craftsmanship to giftware, from construction to urban and environmental rehabilitation.

BOX 3: Material Cultural Heritage and Tourism

The ESPON HERITAGE project, focusing on Material Cultural Heritage (MCH), provides evidence about the economic value of CH adopting a market valuation approach that uses employment, value added and other economic indicators to estimate this value. The project adopts an operational definition of MCH.

Objects of an immovable (e.g. archaeological sites, cultural landscapes, etc.) and movable (e.g. paintings, books, etc.) nature recognised as having heritage value in each country/region according to three types of recognition:

1. Listed (included in national and/or regional inventories, the latter understood as sources made available by public authorities at national and regional level where MCH is recorded) as having heritage value and are legally protected (this also comprises the sites listed in the UNESCO World Heritage List);

2. Listed (included in national and/or regional inventories) as having heritage value but not legally protected;

3. Historical building stock.

This operational definition also includes places that are publicly accessible and where movable MCH objects are stored/ exhibited, namely archives, libraries and museums.

Through the value chain approach (Figure 5), the ESPON HERITAGE project identified the following eight economic sectors where the impact of material cultural heritage can be observed: (1) archaeology, (2) architecture, (3) museums, libraries and archives activities, (4) tourism, (5) construction, (6) real estate, (7) information and communication technology (ICT) and (8) insurance. The figure conceptualises the key economic sectors/activities related to the (core and supporting) functions and the ancillary goods and services of the MCH value chain. This categorisation is conceptual and the boundaries between the sectors/activities are not clear-cut.

Figure 5 Material cultural heritage value chain and links to economic sectors/activities

Material cultural heritage value chain and links to economic sectors/activities
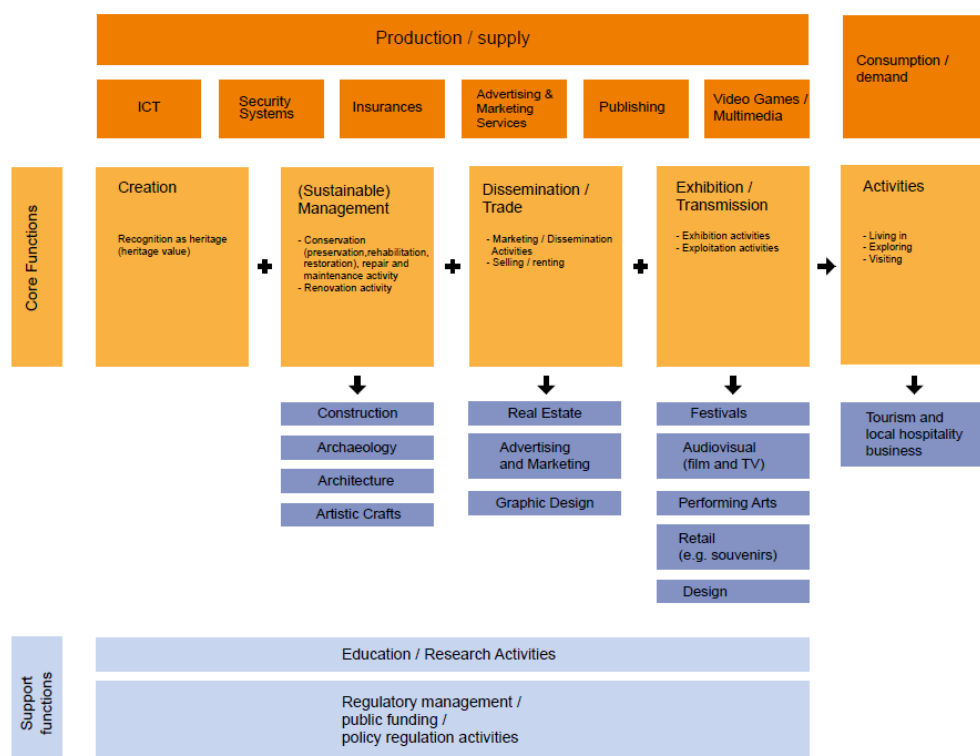
Source: ESPON HERITAGE project, 2019.

Considering the main total impact of material cultural heritage in 11 stakeholder countries/regions of the ESPON HERITAGE project, the largest impact was found to from tourism.

Employment impacts

Employment in the tourism sector that can be attributed to MCH (400,142 FTE) forms 72.9% of the total employment level that can be attributed to MCH, making it the largest activity/sector.

Turnover impacts

The turnover of the tourism sector that can be attributed to MCH (EUR 47,510.8 million) forms 56.6% of the total turnover that can be attributed to MCH, making it the largest activity/sector.

GVA (Gross Value Added) impacts

The GVA of the tourism sector that can be attributed to MCH (EUR 20,507.8 million) forms 63.2% of the total GVA that can be attributed to MCH, making it the largest activity/sector.

Tourism (NACE I55, I56)

|	Impact:		Share in total sector:		Share in all MCH impact:
•	Employment: 400,142 FTE	•	28.5%	•	72.9%
•	Turnover: EUR 47,510.8 million	•	27.8%	•	56.6%
•	GVA: EUR 20,507.8 million	•	28.2%	•	63.2%

ESPON HERITAGE project, 2019

Focus on Italy

In 2017, the Italian tourism sector contributed 223.2 billion to the GDP, being the largest sector of the whole cultural chain. All regions are rich in Cultural and Natural Heritage. Already exacerbated by land consumption, natural hazards, climate change impact and river floods, extended coastal touristic regions bordering the Mediterranean zone are most sensitive to extreme weather events as well as smaller hot spots such as the Po river Valley and Venice. There is an increasing need for qualified workers in tourism. Employment in tourism services are most likely to arise in the fields of tourism recovery planning and culture. These include new occupations for the joint management of CH or museums, tourism offices and promotion. Other positions that might be soon established are in innovative education and training because the tourism sector appears to be "youth-friendly", mainly if linked to environmental management.

Concrete implementation actions in touristic functional areas should be enabled, including small-medium towns, to convey the opportunities (carrying capacity) provided by tourism sector in terms of cultural and vocational development to the wider public and particularly to young people. The intensity of tourism shows similar values as the green cluster, which also has some outliers in Italy (e.g. Trento, Venice, Valle d´Aosta). *(Alps2050 – Common Spatial Perspectives for the Alpine Area. Towards a Common Vision)*. In Italy, statistics collected by Banca d'Italia define cultural tourists as travellers who visit *città d'arte* (cities of acknowledged heritage and cultural value). These statistics thus considered activities that are not necessarily linked to the consumption of MCH (such as going to a ballet or a concert).

Figure 6 Total number of MCH objects, 2016
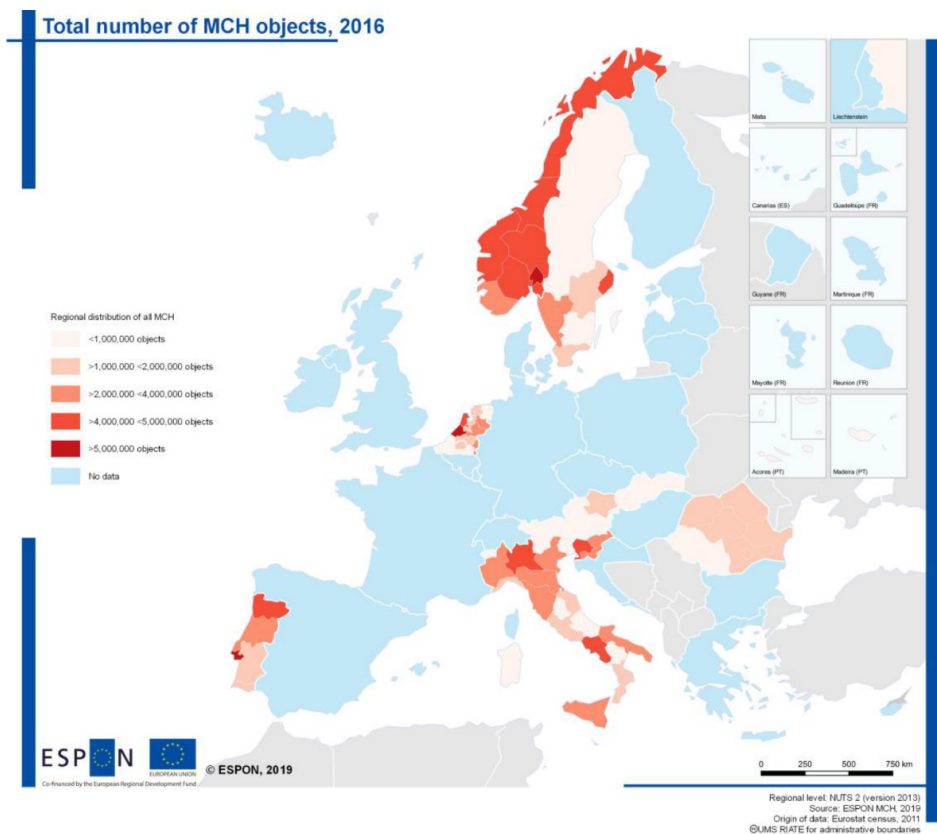
Source: ESPON 2020 Project (2019). *HERITAGE The Material CH as a Strategic Territorial Development Resource: Mapping Impacts Through a Set of Common European Socio-economic Indicators.* Final report, p.21

Italy shows a huge quantity of material CH (mobile and immovable) such as museums, libraries, archives, pre-1919 dwellings, etc. together with an increasing number of leisure tourists, with an estimated expenditure of 38,960 million Euro in 2017. The percentage of employers in the MCH area is very low (0.4) compared to other countries, while the related GVA is the highest in the tourism sector. There is a close relationship between MCH and building and real estate policy sectors and, more recently, also between MCH and the digital sector.

Thanks to the "Art For the Blind" project and the virtual initiative "L'ARA COM'ERA" promoted by the Ara Pacis museum in Rome (Italy), visitors – including those with visual impairment or even blindness – can 'get in touch' with the museum collection by experiencing and exploring Rome as an innovative multi-sensory city. Moreover, the number of visitors at the National Archaeological Museum of Naples (Italy) dramatically increased after the successful heritage-related video game "Father and Son" was published. Other innovative projects stem from the partnering of regional stakeholders and private

management of sites, as innovative tools to bring new audiences to an archaeological site and promote contemporary art.

The landscape concept has been given increasing importance and recognition by national legislation.

In accordance with the European Landscape Convention of the Council of Europe promoting landscape protection, management, planning and organising international co-operation on landscape issues, the Italian Ministry of Culture and Cultural heritage, together with some regions, developed regional landscape plans for natural heritage and the landscape protection and enhancement.

Several other legislative acts also refer to groups of immovable properties showing homogeneity and/or integration into the landscape.

Policy options for cultural tourism development

While the pursuit of leisure time shifts from mass consumption and mass marketing (holiday packages) to flexible consumption and niche marketing (short breaks, special events and shopping as a pastime), places actively seek to define themselves as places of investment opportunities but also as places of consumption to capitalise on the lucrative tourism/time market. In this way, the urban environment itself becomes a commodity to buy and sell, not only to the interests of companies, but also to individual consumers. The competition between localities for inward investment has also led to the adoption of policies that favour the development of culture and the arts, which are perceived as "cultural capital" in addition to other benefits that regions and specific localities have to offer, a factor that leads to favouring the choice to invest in one place rather than another. In short, the global processes of capital accumulation are mediated by a revaluation and commodification of urban space at the local level (Methan 1996).

Some models demonstrate the life cycle of attractive tourist destinations that can result in heritage degradation and decline of the resort.

Today there is a large amount of research on the diseconomies potentially created by tourism at destination level as opposed to a model in which cultural assets disengage a genuine "triple helix like" virtuous process of capacity-building, whereby (cultural) tourist demand is the strategic trigger for the process through an increase in economic opportunities (OECD, 2005). If cultural assets are not properly mobilised – which hints at notions of conservation, but also dynamic reproduction, value-adding processes, and governance (Russo, 2002), the tourist economy based on their exploitation may well result in a factor that crowds out (or even destroys), rather than strengthening local development assets and idiosyncratic place qualities. (ESPON 2013, p.14)

Figure 7 Policy options for exploitation of CH in regional context
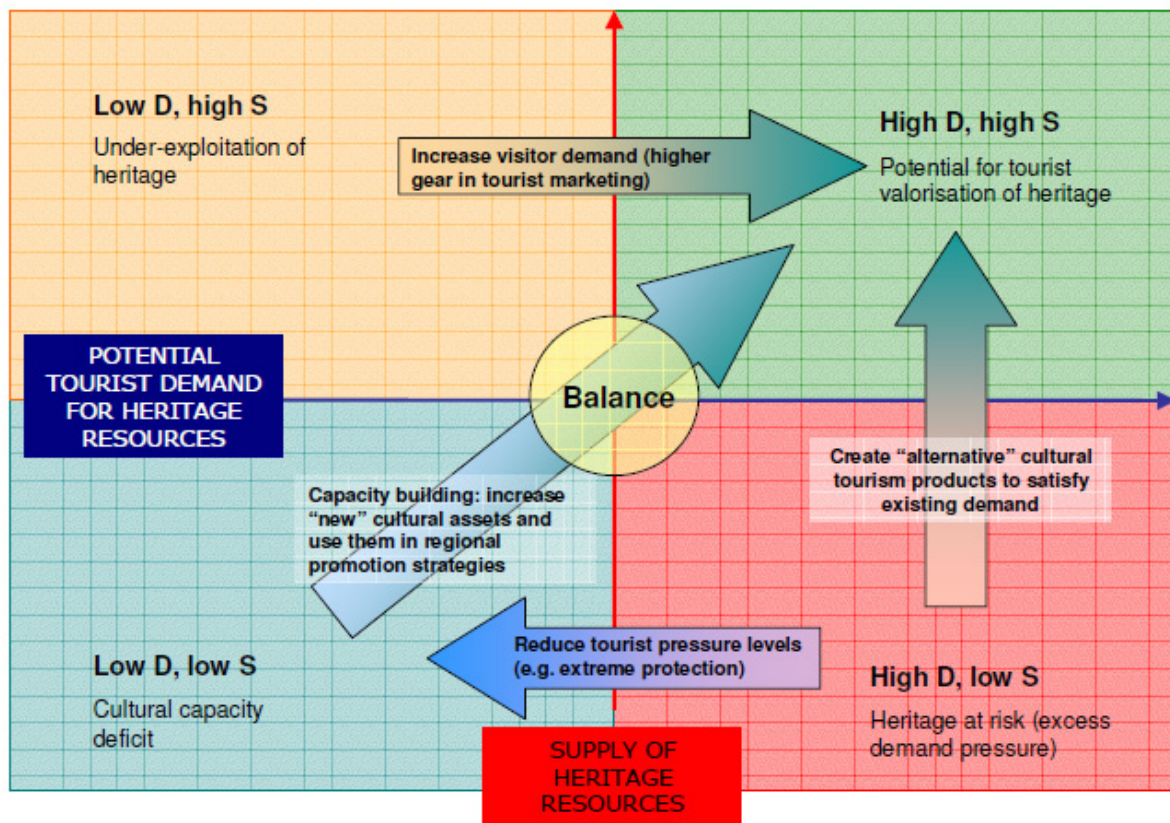
(D = Potential Tourist Demand; S = Supply of Heritage Resources)

Source: ESPON (2006) project 1.3.3 The Role and Spatial Effects of Cultural Heritage and Identity Scientific Report, p.141

The policy options at hand for regions that find themselves in "critical" positions are illustrated in the diagram (Figure 7). While, in principle, all regions would want to find themselves in a balanced situation, or rather in a potentially rentable position (second quadrant), each region would have to act in a different way depending on their initial position. Starting with areas at risk (fourth quadrant, overtourism), there are two ways to improve the existing situation: either keeping effective tourist pressure to a minimum, through "hard" tourist management (restrictions to access, high entrance tickets, "museification" of the heritage) or through policies to match potential demand with a wider palette of culture-related products like events,

performing arts, etc. Regions in second quadrant need to improve their marketing and program their cultural supply in order to attract more visitors and make their heritage supply profitable. Finally, third quadrant need to act on both sides, investing in culture as a means to define a regional identity and attract more visitors.

The theoretical and operational developments that refer to the sustainability of tourism, push toward the direction of compatible models of tourism development that assume carrying capacity as a discriminating factor in management and investment choices.

BOX 4: ESPON PROJECT TOURISM - Carrying capacity methodology for tourism

Throughout the European Union, Tourism is a major economic factor equally relevant to large, densely populated cities and peripheral, sparsely populated mountain areas, as well as many other types of regions. While it already contributes, to a considerable degree, to GDP at the European Union level, single regions in many cases can be completely dependent on tourism as the largest factor of regional GDP. On one hand, this can ensure the "survival" of regions that could not sustain their population and their livelihood through other economic activities. A high inflow of tourists into a region can, however, lead to numerous problems, especially related to the social and environmental dimensions. Where the critical thresholds for such an inflow of tourists are placed is an intensively discussed topic relevant to policymakers, practitioners and academia at the same time and is generally linked to one specific concept – "carrying capacity". While numerous methodologies exist for addressing the question, where these critical thresholds are and thus how many tourists a region (or destination) can receive in a sustainable manner, without compromising their economic development and their social and ecological quality, many are specific to a type of region and are not flexible enough to be used in other circumstances.

The main objective of this project is to provide an empirical foundation for destinations and help local leaders assess their situation and identify vulnerabilities in relation to sustainable tourism in the respective territories. This foundation would enable the analysis of carrying capacity for tourism based on innovative and available indicators, including tourist arrivals, internet data, social media reviews, seasonality, and pollution with use of big data, new technologies, artificial intelligence and high-performance computing (HPC) to be applied to the management of any European tourist destination.

When capturing carrying capacities for tourism we are facing a multidimensional problem which depicts an external influence on a territory:

- Tourism intensity and concentration in territorial terms and in time
- Tourism flows into and within the destination
- The consequence in terms of user conflicts, connected opportunity costs – on the territorial conditions of the destination (economic, social and environmental).

The figure 8 depicts these interrelations and the consequential approach, which will be developed for each destination.

**Figure 8** Interrelations for regional carrying capacity approach
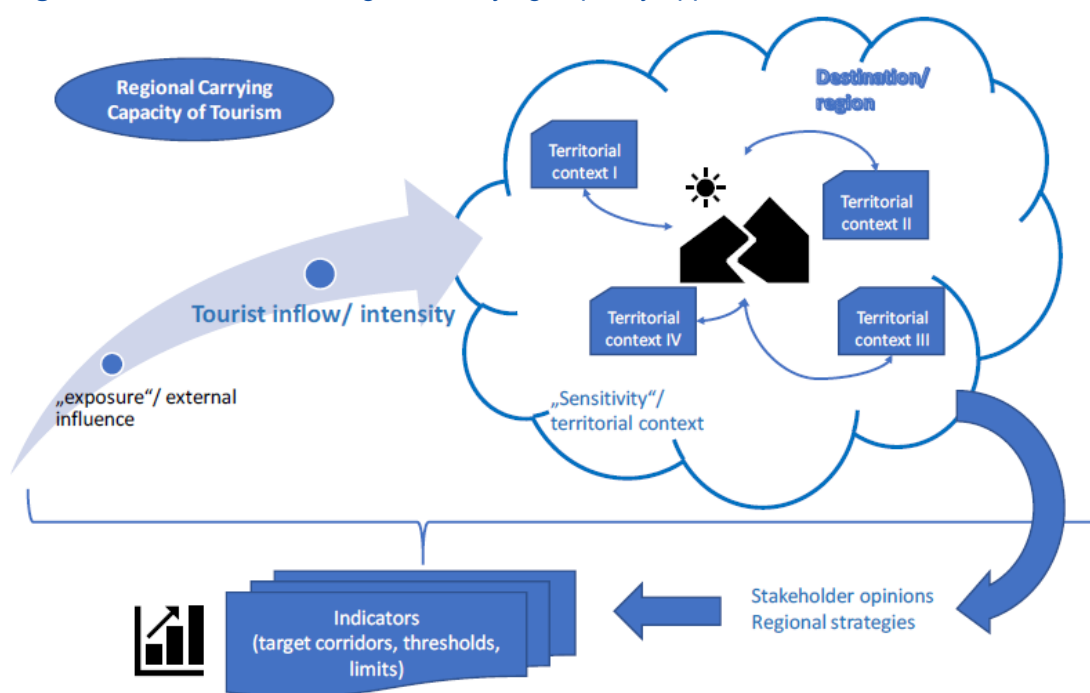
ESPON (2020) Tourism - Carrying capacity methodology for tourism , Inception Report p.9

The project will also provide recommendations mainly to regional, local, as well as European practitioners, on how to identify and consider their specific territorial context and specificities for measurement of the carrying capacities of tourist destinations across Europe for better management and planning.

The actual method to be developed in detail and applied within the case study regions is a systematic approach, which encompasses the collection of needs and specifics of the destination (Figure 9). The crucial element for reflecting the regional/destination specific conditions will be to establish a systemic picture of all potential causal connections between the exposure (i.e. tourism) and the territorial system with its existing character and traits (territorial context). Indicators capable of depicting these causal connections as well as corresponding data will be identified in the next step. What will be needed in order to bring in the normative component and finalise the necessary comparison against which carrying capacity will be measured, the definition and integration of target corridors (optima), thresholds and limits through revealed preferences of stakeholders in the region and strategies for tourism development and regional development will be assessed. The final step is then to compare these limitations and the actual forecasted tourist development, establish a deviation/classification of the status of the carrying capacity along the different single dimensions (indicators), and thus establish a development path for the single destination.

Figure 9 Steps in developing regional carrying capacity approach
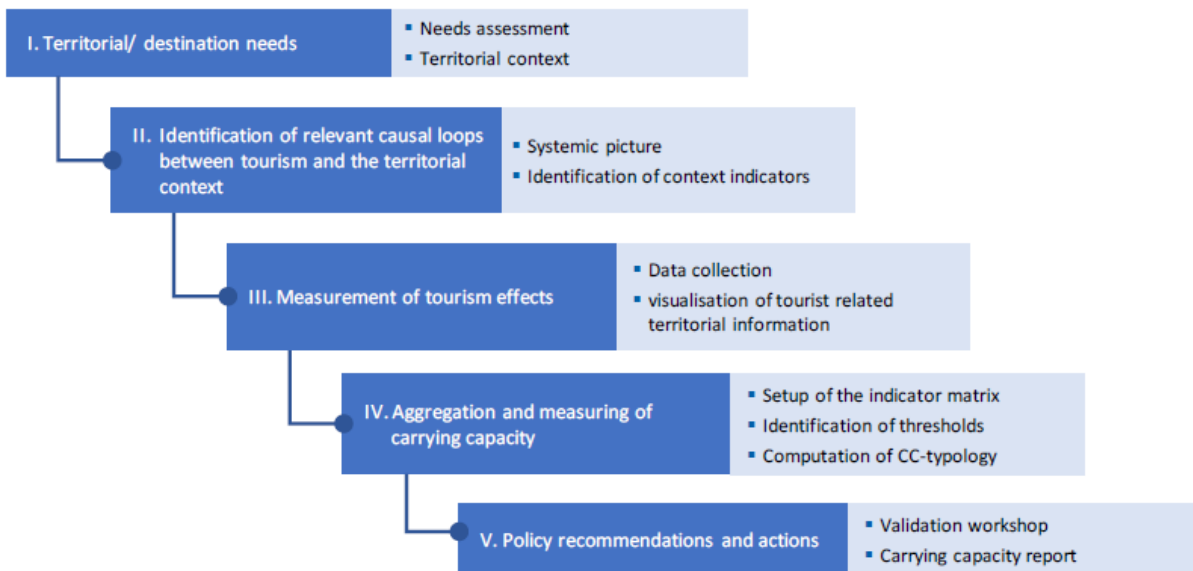
ESPON (2020) Tourism - Carrying capacity methodology for tourism , Inception Report p.10

More generally, the concept of attractiveness refers to how a place is perceived and what types of assets it has to offer to (different types of) residents and visitors. The growing importance of these issues coincided with an increasing emphasis on spatial issues, in particular concerning European development policy.

The relationships between residents and tourists can affect development trajectories: in a long-term perspective, investments in the mobilisation of assets for only one of the two user groups may negatively affect the other through spatial and social externalities.

In figure 10 the different outcomes have been specified in terms of economic performance and cohesion of places.

Figure 10 Visitor-resident externalities in potential development trajectories
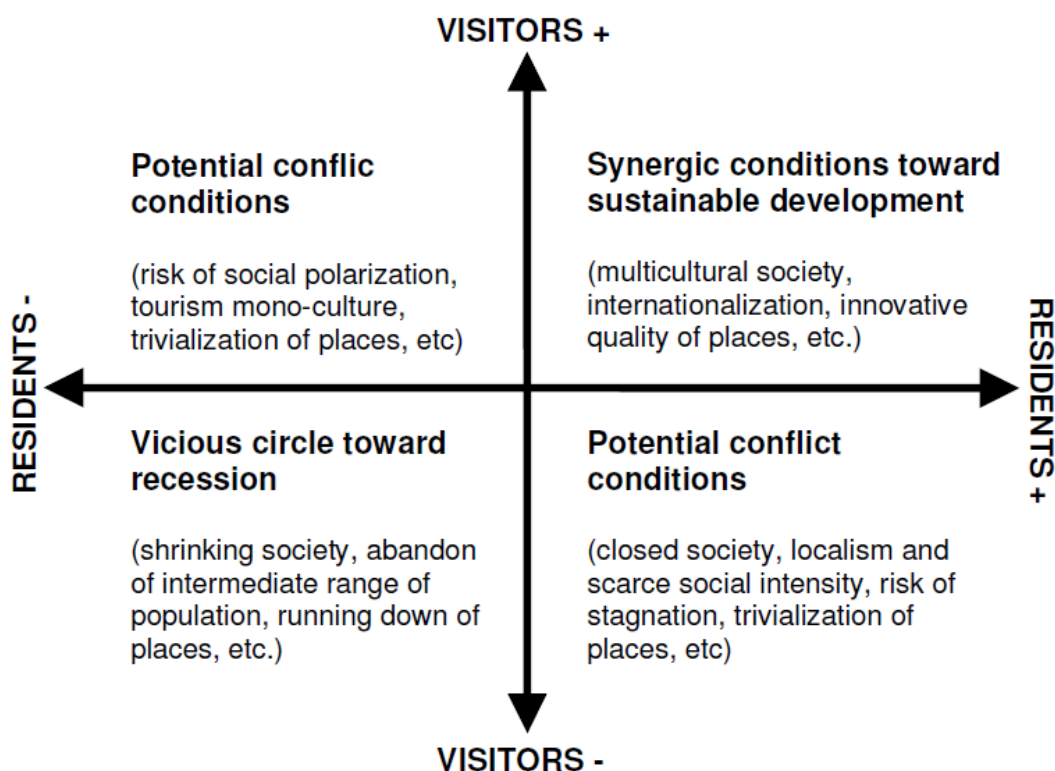
Source: ESPON 2013 Project: *ATTREG. Attractiveness of European Regions and Cities for Residents and Visitors*, Scientific Report, p.14

In regional development policies an increasing weight is given to the enhancement of CH according to a range of coherent objectives that see the qualification of the offer (both material and immaterial) as both a means for the increase of cultural tourism and an area for the development of specific productive sectors and related jobs.

The JRC's Eye@RIS3 tool reveals that CH has been identified as a strategic priority for research and innovation by numerous regions, thus potentially also producing positive effects on quality of life.

The potential of technology is seen as element capable of innovating the system of what regions can offer tourists and triggering production processes in the cultural and creative industries more or less directly related to CH.

BOX 5: Smart Specialisation Strategy S3 for CH

In the context of Smart Specialisation Strategy, CH is considered as part of the wider domain of Cultural and Creative Industries (CCIs). Although Cultural Heritage and CCIs represent key elements to promote socio-economic development, as clearly acknowledged by the European Commission, their full potential, as an engine for innovation and growth, remains unreached.

The Eye@RIS3 tool reveals that CH has been identified largely as a strategic priority for research and innovation at regional level. On one hand, regions identify opportunities in CH technologies (e.g. conservation, restoration, monitoring, risk management and environmental protection), digitalisation and imaging, on the other hand, CH is seen a key element in the development of (among the others) innovative approaches to tourism and sustainability construction.

CH presents specific features and challenges that require targeted support.

Innovation-driven investments addressing CH must be better understood for effective implementation and scale-up. This requires regions and Member States implementing smart specialisation to fully take into consideration the complex links between traditional cultural assets and policies (CH, dynamic cultural institutions and services) and the opportunities provided by new demands and societal needs. In turn, this implies involving actors that work in the CH field but are not engaged in innovation processes, nor directly targeted by innovation policy programmes.

The Smart Specialisation Platform, with its diverse accessible tools, could help in supporting policymakers in the implementation of their smart specialisation strategies, especially under Industrial Modernisation where specific thematic areas are of interest for CH and Tourism. The aim is to provide a transregional platform to operationalise the alignment of complementary policies with smart specialisation objectives, exploiting synergies and finding more effective ways of working. In addition, the goal is to further integrate the cultural and creative sectors into regional innovation strategies for smart specialisation, by bringing together the RIS3 community with a larger set of actors and institutions.

The main target groups are policymakers at regional and national level responsible for RIS3s and for planning of EU Structural Funds, as well as policymakers at local, regional and national level responsible for other complementary policies (cultural policy, spatial planning, etc.) and economic actors and research organisations working in the field of CH and CCIs.

For example the recent Thematic area CCRE-S3 (Cultural and Creative Ecosystems - https://s3platform.jrc.ec.europa.eu/cultural-creative-regional-ecosystems) is the result of collaboration in the field of CCI among three active member regions of the Conference of Peripheral Maritime Regions (CPMR), namely Aragon (ES), Tuscany (IT), and Western Greece (EL).

CCRE-S3 will nurture a multi-stakeholder dialogue to unify outlooks for new models of CCI based on Human-Centred Design of user experiences, Circular Economy Creativeness and City/Territory Regeneration, and Open and Collaborative Innovation paradigms.

The strategic role of SMEs in this process is fully recognised. SMEs account for 99% of all businesses in Europe, provide 67% of all employment, and almost 60% of the EU value added. Most of the SMEs and SME activities are concentrated in the largest EU member states; Spain, France, Italy, Germany and the UK account for more than 60% of the total number of SMEs as well as the share of total employment.

Part of these SMEs is active in Cultural and Creative Sectors (CCS) (Figure 11) and is one of Europe's strategic assets accounting for 4.4% of the EU's GDP, 12 million full-time jobs and €509 billion in value added to GDP. Clusters of enterprises in creative sectors have also shown they can generate high employment growth rates. Around 6% of all 1,300 regional RIS3 priorities already refer to culture in 90 regions. Industry 4.0 and Digitalisation policies funded under the European Structural and Investment Funds (ESIF) to promote regional development and reduce economic and social disparities between regions.

Figure 11 Share of SME employment crossed with the share of employment in the knowledge and creative economy, 2014
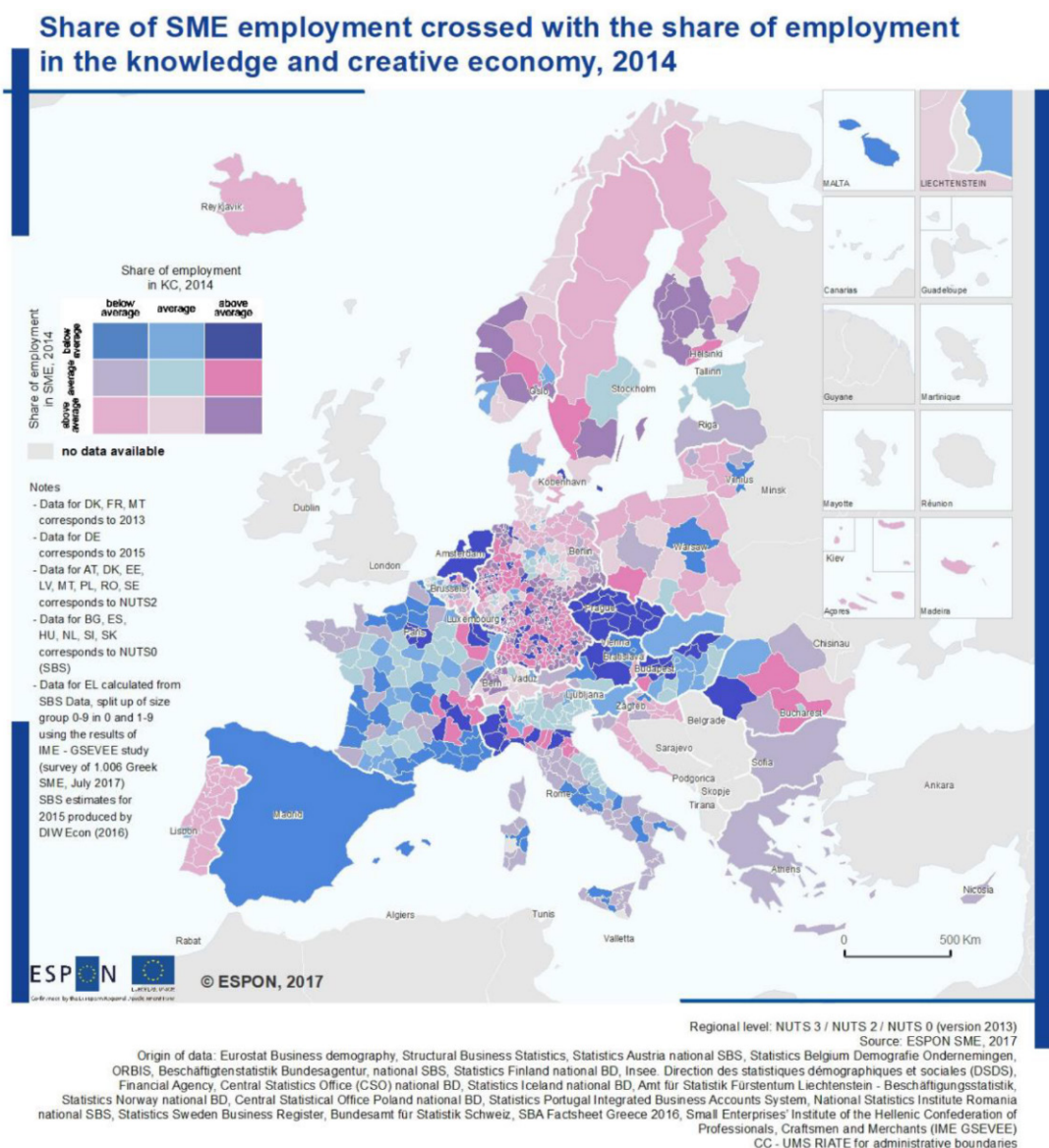
ESPON 2020 Programme (2018) SME Small and Medium-Sized Enterprises in European Regions and Cities, Final report, p.19

3.
Discussion

Interpretations and strategic objectives

The relationship between heritage and tourism has been described in terms of interdependence, complexity, intrinsic tensions, dynamics and contrasting values. McKercher, Ho and Du Cros (2005) provide an overview of the two opposing points of view of the relationship, or "conflict/cooperation dichotomy". On one hand, a number of sources indicate incompatibility and the inevitable conflictual relationship. For example, some authors such as Urry (1990) argue that cultural values are too often compromised in the face of profit, while supporters of tourism insist that tourism values are compromised because of management attitudes that see every process of tourism enhancement as a corruptive influence (McKercher, Ho, & Du Cros, 2005).

On the contrary, the advocates of "cooperation" argue that the sharing of resources creates opportunities for partnership between heritage and tourism, achieving mutually beneficial results. Thus, heritage tourism is valued for contributing to the recognition of its cultural roots, strengthening interest in history or culture, and providing stronger arguments in favour of preserving a region's CH as a tourist attraction.

In general, seven possible relations between tourism and heritage management are indicated: denial, unrealistic expectations, conflicts and imposed management, up to parallel existence, partnership and cross-purposes (Loulansky&Loulanski 2011).

Since 2014, in the international, and more specifically in the European context, CH enhancement policies are aimed at supporting a CH-oriented method to increase social welfare (quality of life, income, cohesion, sustainability). In concrete terms, the CH includes (ESPON 2006) (a) a fixed set of elements of a territory, but also (b) a cultural identity that can be considered both a result and an engine of the evolutionary, economic and social dynamics of settled communities (Graham et al. 1998; UNESCO 2001 and 2016).

The international treaties and the policies promoted by the various organisations adopt definitions between these two extremes: some have to do with the preservation and promotion of culture and therefore focus more on individual elements of the territory[4]; others concern the importance of culture as a driving factor for prosperity and social and economic integration, interpreting CH as a heritage to be passed on to subsequent generations[5].

Within this duality, CH presents a procedural nature: the activities of creation, reproduction, conservation (or destruction) of heritage elements are deeply embedded in the social and economic transformations of a territory and its cultural identity (CEC 1999; Choay 1992). In this context, the policies for CH and the consequent funding programmes aim at making the set of benefits potentially associated[6] with it effective for society as a whole, moving from conservation per se to a CH policy aimed at sustainable development with advanced technologies (Scott 2014).

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[4]For example, the fundamental Convention for the Protection of Cultural and Natural Heritage (UNESCO, 1972) which is inspired by the principles of the Venice Charter (1964) and establishes the World Heritage List for specific monuments and sites, prescribing the criteria for conservation and management. In 1988 the operational criteria for the implementation of the Convention and the specific conditions for inclusion in the list were defined.

[5]Such as the International Charter for Cultural Tourism (1999) which aims to promote forms of tourism that respect and enhance the CH and traditions existing in the various countries and encourage dialogue between the tourism industry and the authorities responsible for CH. One of the basic principles stated concerns the contribution that tourism and conservation activities should make to the well-being of local communities, development processes and the promotion of employment.

[6]The European Spatial Development Perspective (CEC, 1999) continues to be the matrix of current European policies capable of strengthening the link between the population and cultural heritage and of initiating virtuous behaviours of "aptitude" for the conservation and enjoyment of culture, considering that the third of the principles promoted in it concerns: "sustainable development, prudent management and protection of nature and cultural heritage" and that among the consequent fields of action are: Natural and Cultural Heritage as a Development Asset; Creative Management of Cultural Landscapes; Creative Management of the Cultural Heritage.

Figure 12 Evolution of CH concerns and related policy aims
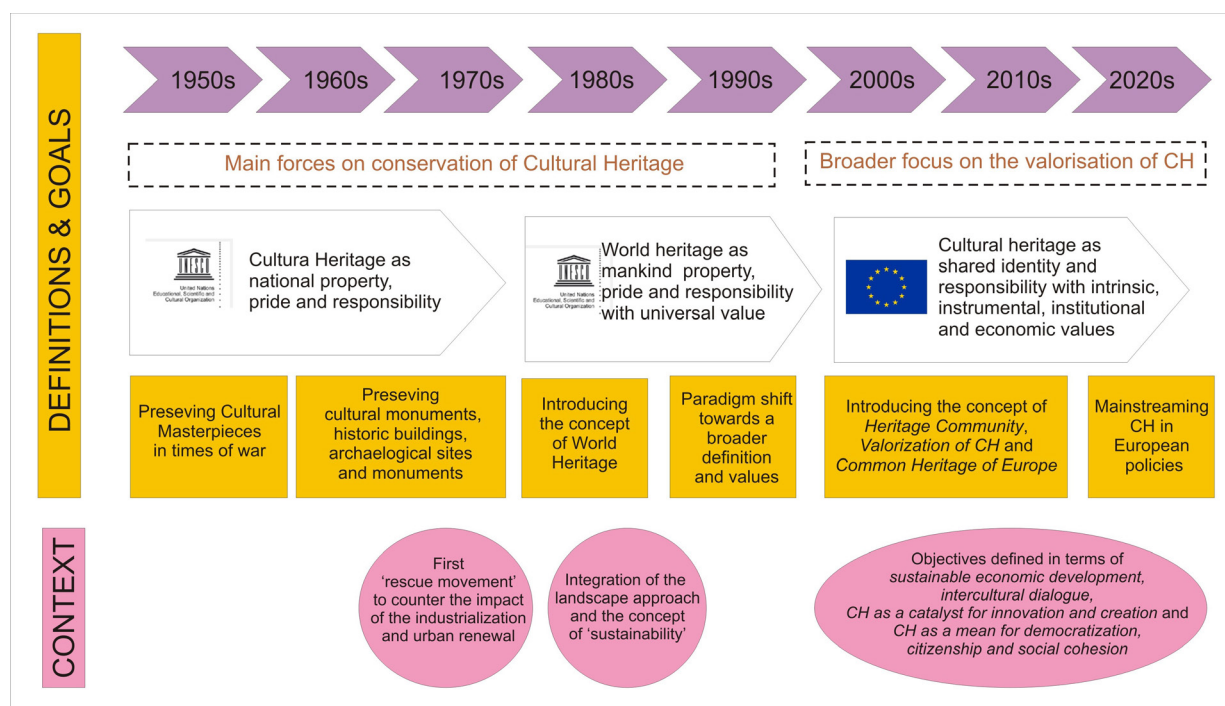
Source: Modified from Thérond D., Trigona A. (2009) Heritage and beyond, Strasbourg: Council of Europe Publishing date

In recent past, the policy approach to CH has undergone three major transformations (Figure 12). Whereas before it was dedicated to the conservation of CH, in the 1970s it moved more and more towards its enhancement. The second and more recent[7] transformation is the growing awareness of the holistic character of CH as consisting of both material and immaterial[8] elements that should not be perceived as separate.

Finally, a third transformation is to be attributed to the commitment to finance the implementation of sustainability principles, which has replaced the objective of conservation with that of "development" in policy documents concerning CH. The conceptual framework currently shared at the European level refers to the principles and spirit of the Faro Convention (2005) and the Hangzhou Declaration (2013). The first, places people and human values at the heart of the concept of CH; the latter recognises its value as a driver for sustainable development.

Since 2010 in the European strategy documents, CH has been given a key role in the development of the territory for four different reasons[9]:

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[7]Since the 1990s with the opening of UNESCO policy (1992) to the notion of 'cultural landscape'.

[8]'cultural heritage consists of the resources inherited from the past in all forms and aspects – tangible, intangible and digital (born digital and digitized), including monuments, sites, landscapes, skills, practices, knowledge and expressions of human creativity, as well as collections conserved and managed by public and private bodies such as museums, libraries and archives' Council conclusions of 21 May 2014 on cultural heritage as a strategic resource for a sustainable Europe (2014/C 183/08).

[9]The growing recognition of the importance of CH for the European Union is witnessed by the Bruges Conference in 2010 under the Belgian Presidency of the Council of the European Union and the Vilnius Conference under the Lithuanian Presidency in 2013. The focus on this issue culminated in 2014 with a series of dense policy documents adopted by the Council of Ministers during the Italian and Greek semesters. In particular, the Conclusions on Cultural Heritage as a Strategic Resource for a Sustainable Europe (Council of the European Union, 2014), the Conclusions on Participatory Governance of Cultural Heritage (Council of the European Union, 2014) and, finally, the Communication Towards an Integrated Approach to Cultural Heritage for Europe (European Commission, 2014).

1. This is a complex of resources that puts Europe in a prominent position compared to the rest of the world: all European regions present opportunities for economic and social development in this field. There are important inputs for creative industries and tourism, two very important and dynamic sectors in the post-industrial economy[10].

2. Cultural resources are typically localised resources that cannot be separated or transferred from their places of origin and therefore produce deep-rooted and endogenous economic activities[11].

3. Cultural resources (tangible and intangible, natural and anthropic) are not only references for local populations but for all Europeans[12].

4. In a Europe that pursues cohesion and competitiveness, the focus on CH in development policies is a natural bridge between these two objectives.

The European Commission (EC) in its ambitious "New European Agenda for Culture" assigns responsibility for the preservation, restoration, accessibility and enhancement of CH to the national or local sphere, but recognises the regulatory and influential role played by EU policies on culture, environment, research and innovation, education, regional policy and cooperation (EC, 2018).

The focus on CH as a 'resource' and as an identity is therefore a key policy guideline for the EU to complete the framework of the territorial dimension of Cohesion Policy and national/regional sectoral strategic policies. It is therefore consistent with the expectations of the post-2020 programming, for which the nature and diversity of CH are considered a true symbol of democratic integration.

A mapping exercise (EC - DG Culture (2018)[13] of programme policies and activities related to CH identified 14 areas[14] with specific reference to the policy and legislative framework and funding sources (programmes and funds).

A framework emerges in which the European 2020 programmes related to CH adopt a strongly subsidiary and integrated approach, so that the relations between levels of government and territorial diversity guarantee coherence between procedures, timing and methods of implementation and financial coverage, with respect to the expected objectives: employment, tourism, conservation and valorisation, risk prevention, technological innovation, management and governance, and social well-being.

European cohesion policy, developed through the Structural Funds and other convergence-oriented instruments, requires that the programmes financed reflect the diversity of the European regions and promotes the adoption of an integrated territorial approach in which, among other things, the cultural, landscape and heritage features of the territory concerned are taken into account.

It is possible to identify three areas of particular interest related to both direct and indirect funds, among which the need to promote synergies and coherence for mainstream financing of territorial development is constantly recalled:

1) the area of research and innovation: e.g. Horizon 2020, focuses on societal challenges[15] and stresses the synergy with structural funds by developing calls for proposals as 'challenge based'[16] - and requiring a systemic approach.

2) the area of territorial cooperation programmes (Interreg) and macro-regional strategies within which

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[10]It is estimated that tourism contributes €415 billion to EU GDP and that 3.4 million tourism enterprises provide 15.2 million jobs, many of which are directly or indirectly related to cultural heritage. (EC 2014, p.4).

[11]A reference for a framework of such resources at European level is outlined through the cited ESPON researches (2006, 2012, 2019).

[12]According to the survey commissioned in 2017 by DG Education, Youth, Sport and Culture Eurobarometer on cultural heritage, 2017 (No 466), a large majority of Europeans believe that CH is important for individuals and their local community (84%) for their region (87%) and their country (91%). 80% think it is important for the European Union as a whole.

[13]Prepared in the framework of the Commission Communication "Towards an integrated approach to cultural heritage for Europe", (22nd July 2014 (COM/2014/0477 final) and then updated for the European Year of Cultural Heritage Decision (EU) 2017/864.

[14]1. Culture; 2. Education; 3. Cohesion Policy ; 4. Digital Culture; 5. Research And Innovation ; 6. Join Research; 7. Internal Market, Industry, Tourism and Entrepreneurship; 8. Combating Illicit Trade Of Cultural Goods; 9. Competition; 10. Common Agricultural Policy (Cap); 11. Maritime Policy; 12. Environment Policy; 13. Citizenship; 14. External Relations And Development

[15]Budget for the period 2014-2020 70.2 million euros of which 39% reserved for Societal challenges.
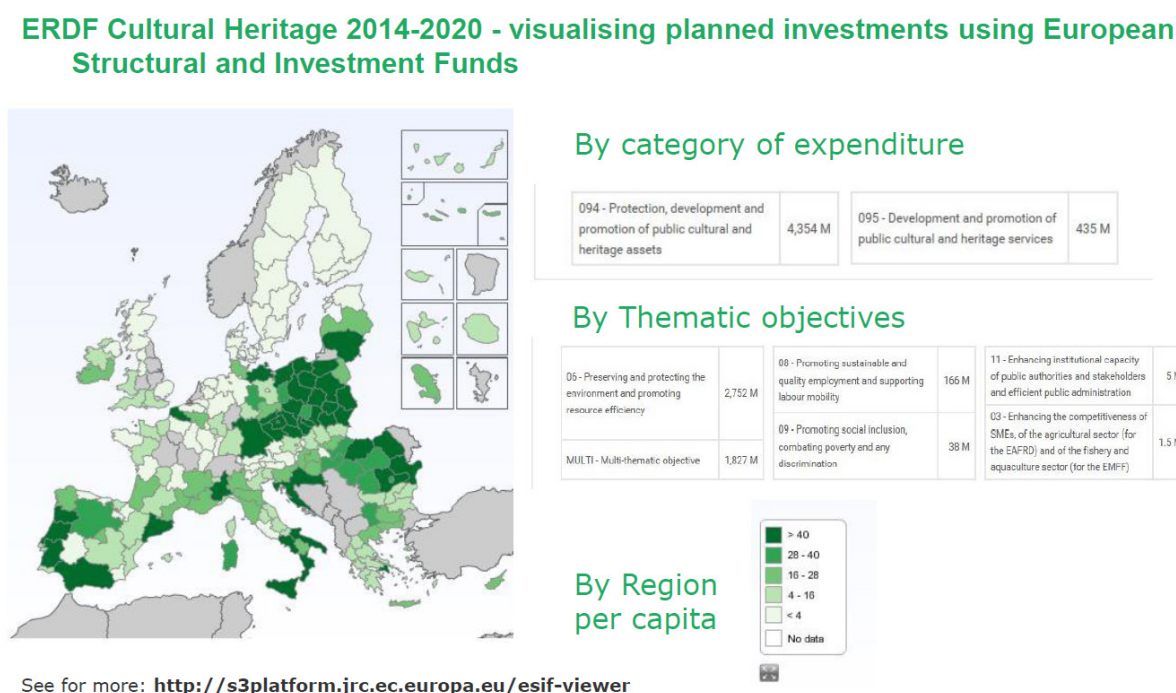
[16]The CH theme is particularly present in SC6 (5% of the Societal Challenges budget), in the Focus area 6.6 Reflective Societies - cultural heritage and European identity. A good example of the required approach is in the call TRANSFORMATIONS-04-2019-2020 Innovative

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the axes linked to CH with particular reference to tourism development are always present[17]

3) the area of integrated territorial development (Integrated Territorial and Urban Strategies) and the area of smart specialisation strategies[18] more closely linked to cohesion policy (Prezioso, 2018)

With respect to this third area, the strategies related to CH (Culture and Tourism) presented within Operational Programmes, financed in particular by the ERDF (Figure 13), aim at: 1. economic diversification; 2. regeneration and social cohesion; 3. support for innovation and competitiveness; 4. support for socio-economic and environmental sustainability.

Figure 13 ERDF Cultural Heritage 2014-2020 – visualising planned investments using European Structural and Investment Funds

ERDF Cultural Heritage 2014-2020 - visualising planned investments using European Structural and Investment Funds

By category of expenditure

094 - Protection, development and promotion of public cultural and heritage assets	4,354 M	095 - Development and promotion of public cultural and heritage services	435 M

By Thematic objectives

06 - Preserving and protecting the environment and promoting resource efficiency	2,752 M	08 - Promoting sustainable and quality employment and supporting labour mobility	166 M	11 - Enhancing institutional capacity of public authorities and stakeholders and efficient public administration	5 M
MULTI - Multi-thematic objective	1,827 M	09 - Promoting social inclusion, combating poverty and any discrimination	38 M	03 - Enhancing the competitiveness of SMEs, of the agricultural sector (for the EAFRD) and of the fishery and aquaculture sector (for the EMFF)	1.5 M

By Region per capita

■	> 40
■	28 - 40
■	16 - 28
■	4 - 16
□	< 4
□	No data

See for more: **http://s3platform.jrc.ec.europa.eu/esif-viewer**

Source: DGRegio (2019) Cultural Heritage & European Regional Development Fund beyond 2020 Presentation at ESPON Workshop "Understanding the economic impact of cultural heritage – Better investments through improved evidence collection", Cyprus , 28 March 2019, available at https://www.espon.eu/sites/default/files/attachments/Cultural%20Heritage%20%26%20ERDF%20-%20DG%20Regio.pdf

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approaches to urban and regional development through cultural tourism through which we would like to obtain strategic guidelines for the use of SIE funds in urban and regional development plans using CT as a reference. (Research and innovation action - budget 3 million). In the call TRANSFORMATIONS-16-2019: Social platform on the impact assessment and the quality of interventions in European historical environment and cultural heritage sites, one of the objectives is the formulation of recommendations for a harmonised impact assessment at European level with respect to interventions on cultural heritage but also the identification of a research agenda for CH (Coordination and Support action - budget 1,5 million).

[17]In general, CH and landscape offer potential to develop the image of the macro-region as a tourist destination and are considered resources to ensure the existence of a sustainable economy.

[18]For a review KEA European affairs (2016), *Innovation for CH*. Available at http://s3platform.jrc.ec.europa.eu/

The current orientation to directly finance specific area strategies (urban or territorial)[19] uses the new ITI Integrated Territorial Investment and CCLD Community-Led Local Development[20] instruments[21], which promote the adoption of a governance and financial management model that relies on multiple sources, integrating investments from multiple priority axes or operational programmes to develop an integrated territorial strategy[22].

In the case of public CH, this objective is made even more evident when it intertwines with urban regeneration, digital accessibility and social welfare to achieve economies of scale involving institutions, stakeholders, citizens, citizenship associations, promoters and investors in public/private partnerships (PPP). A preliminary alliance, also financial, between these parties is therefore considered fundamental to access European funds dedicated to CH.

With these tools it is easier to integrate specific heritage interventions into the wider objective (e.g. regeneration of an entire cultural system, e.g. landscape) if this is aimed at a precise policy (social welfare through maintaining the identity of the local landscape).

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[19] The obligation to allocate a share of the Structural Funds (now 5%) to this type of strategy will be confirmed and strengthened in the next programming period.

[20] Co-financeable with an additional percentage of 10% also from national or local funds, both public and private.

[21] E.g. in urban regeneration projects (functional recovery when it comes to industrial archaeology) where CH is the pivot of the intervention.

[22] CH is widely recognised as an area of strategic importance for spatial development. JRC's STRAT-Board interactive mapping tool which provides a visual overview of Sustainable Urban Development (SUD) and Integrated Territorial Investment (ITI) strategies currently implemented across Europe, shows that cultural heritage is mentioned in one third of the strategies. https://urban.jrc.ec.europa.eu/strat-board/#/where

4.
Conclusion

The EU promotes a balanced approach between one side which is the need to boost growth, and on the other side which places the importance on the conservation of artefacts, historical sites, and local traditions. CT could be a driver of EU policy to a contemporary economy and society. Its interdependence with other policy sectors (Blue Growth, Climate, CH, Digital, Mobility, Education, etc.) makes it an important factor of growth, jobs and economic development of European regions and urban areas (Urban Agenda, 2016).

Geographers, economists, planners, sociologists, ecologists, and psychologists interpret and look at CT as an instrument in the building of socio-economic self-identity and well-being in cities, metropolitan peripheries and local places, emphasising old and new culture, tradition, status, community identity, and social norms.

Furthermore, CT is a complex concept, which is related to several aspects (dimensions) of the territorial-economic growth and is subject to several interpretations.

Countries and regions have different ways of elaborating CT strategies in relation to their geographical features and designation criteria (e.g. directive and conventions), potential networking (cultural sites as a part of a network), experiences and/or managing activities for the benefit of their sites.

Within the specific field of territorial development, with particular reference to the CT-related policies, attention must be paid, on the one hand, to the effects that European 'support' may have on policy development at national, regional and urban level and, on the other hand, how EU-wide policies are influenced by feedback from implementation process at local level.

However, the level of development of CT between certain regions and sites is still unbalanced, with deprived remote, peripheral or deindustrialised areas lagging behind, whereas high-demand areas are being overexploited in an unsustainable manner. Underused areas usually deal with common problems such as almost-forgotten cultural values, insufficient generation of revenue for needed conservation work and a loss of local support for maintaining the site. Abandoned historic buildings and open spaces, are at risk of physical decay or redevelopment, and represent a loss of opportunity to revitalise structures that contribute to the identity of a community and its social traditions.

Abandoned or underused areas (i.e. industrial heritage sites, archaeological sites, remote natural sites) can be transformed into CT districts by using the distinctive cultural features in the core of sustainable development. Links between regions can extend the cultural opportunities available to tourists and help support new and innovative product offers. Therefore, it can generate new economic opportunities including new jobs, products, and services.

Although, CT can enable revitalisation and transformation of underused cultural sites and European regions, the tourism industry sometimes threatens this symbiotic relationship. As the tourism industry, in its nature, focuses exclusively on economic growth, usually little or no concern is given to the impacts of tourism on society, environment and culture, as seen in overtourism areas (Peeters et al., 2018). The reasons behind this, can be named as lack of collaboration and partnership of variety of stakeholders both in the domains of tourism and culture (sustainability of society), lack of awareness of the importance of culture and heritage in the society (sustainability of culture), lack of long-term funding (sustainability of economy) and lack of awareness of environmental impacts (sustainability of environment)[23].

Loulansky & Loulansky (2011) provides the interpretive synthesis of the factors considered critical for the sustainable integration of CH&T, where each factor encompasses a number of theoretical principles, practical tools and techniques for operationalisation (Table 2).

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[23] Absence or deficiency of these aspects in the planning of CT strategies result in the occurrence of destinations that are developed/transformed in an unsustainable way, causing environmental degradation (i.e. noise, air pollution, increased waste and energy consumption), loss of cultural values, spatial inequality of services and facilities, socio-economic deprivation ((seasonal) unemployment, alteration in size of population).

Table 2: Factors for the sustainable integration of cultural heritage and tourism

Principles and tools	Activation versus	Unsustainable features and practices
1. Local involvement	Inclusive and transparent year-long process of mapping community values and heritage knowledge (genius loci). Local capacity-building, empowerment, locally based interpretation and ownership, decentralisation of authority and citizen involvement. Participation in tourism-related decision-making and product development. Proactive support by local government and best practice models' adaptation. Strong and active leadership and local control from planning to implementation, guidelines for community engagement. Local entrepreneurial involvement in tourism activities Sustainable lifestyle and community environmental monitoring	Cultural disinheritance; social disruption; loss of place character and identity; foreign ownership; currency leakages; uneven distribution of costs and benefits
2. Education and training	Sustainability awareness and stakeholder education (for community, government, industry and visitors) Tourism awareness education, hospitality and entrepreneurial capacity-building. Cultural heritage values and heritage knowledge education. Conservation ethics education (for locals, tourists, policymakers, code of practice for industry). Sustainability management and planning education for government agents. Sustainability and sustainable consumer education (from primary school). Innovative learning methods and skills training (for professionals).	Lack of preparedness and tourism knowledge; lack of conservation and sustainability awareness; lack of institutional base; insufficient and outdated planning and management skills
3. Balance of authenticity and interpretation	Conservation-aimed interpretation and accessibility management. Place-centred interpretation and hospitality management. Balance between education and entertainment components. Negotiable, pluralistic and adaptable authenticity (between stakeholders) Multifunctional interpretation facilities. Need of government regulation.	Degradation of local culture; tourism mono-culture; loss of identity; commercialisation; sanitation of history, "Museumisation" of community
4. Shift toward sustainability-centred tourism management and practice	Sustainability-based approach in tourism planning and management (on government and industry level). Sustainable tourism strategy building (takes about 1–2 years to plan but pays off with 10 years of carefully managed change).	Strong lobbying for keeping the (unsustainable) tourism "status quo"; laissez-faire approach (but tourism is not self-regulating);

	Priority on sustainability before short-term economic interests (impact assessment, even spread of impacts, fostering industry self-regulation). Revision of the current tourism – heritage relationship (changing focus from marketing to conservation, demand and resource management). Modification of tourism production, structure and consumption. Monitoring on the core indicators of sustainable tourism.	short-term profit-oriented tourism development; fragmentation and invisibilty of the tourism industry
5. Integrated planning and management	Knowledge-based sustainability policy planning and management. Multi-agency and multi-disciplinary approach Shift from reactive heritage and tourism planning to proactive and integrated planning (involving resource, visitor and community) Employment of innovative managerial tools (assessment of carrying capacity [CC], limits of acceptable change [LAC], integrated resource management, environmental management systems [EMS], etc.) Introduction of Integrative Management Program (IMP) (concept formulation, applied research strategy, plan formulation, regulatory instruments and monitoring, designing institutional arrangements, implementation, evaluation, monitoring and enforcement) Implementation of Integrated Management System (IMS) (long-term dynamic approach, management of change, systems approach)	Lack of holistic approach linking locals, tourists and industry; lack of sufficient and quality data; lack of integrated management knowledge and tools; automatic implementation of models; tourism visitation precedes planning and management ("the cart is before the horse")
6. Incorporation of CH and tourism in the SD (Sustainable Development) framework and policy	Commitment to the principles of SD: ecologically responsible, socially compatible, culturally appropriate, politically equitable, technologically supportive and economically viable for community Integration of both tourism and cultural heritage as part of destination and resource planning Employment of SD planning tools (long-term vision, holistic planning, synergy of Tourism Development (TD) goals and development vision, complementary and integrated policies, resource management and sustainable use of resources, localisation of benefits, local capacity-building, best scenario approach, etc.)	Dominance of the old "modernisation" paradigm and ineffective development patterns; growth-oriented policies; weak cross-sectoral linkages (economy – society – culture – environment)

7. Controlled/ balanced growth of tourism development	Adherence to principles of controlled/balanced growth (locals-first policy, balance of growth with impacts, balance of public and private interests, community values and decision-based development, selection and preparation of a best-suited TD strategy, promoting local self-sufficiency, etc.) Growth management strategies and tools (for both public and private managers): site management, demand management, behaviour management, facilities management, waste management, indigenous conservation systems, independent monitoring system, etc	Dominance of growth-oriented policies; dominance of "one-size fits all" approach in tourism development; neglect of local needs, local voice and values
8. Integrated governance and stakeholder participation	Government leadership, management and support (institution building, strategy and policymaking, legislation, planning, financing, regulation, etc.) Radical rethinking of planning priorities, commitment to vision and framework Synchronised national, regional and local governance and legislation, enforcement and delineation of responsibility Government – industry – community communication, negotiation and partnership schemes (consensus-building, capacity for trade-offs, innovative multi-participatory and independent managerial structures like partnerships, trusts, community councils, cooperatives, task-forces, etc.) Inter-ministerial cooperation and harmonisation of objectives, policies, substrategies and plans for long-term viability (formal agreements on TD and cross-sectoral linkages, collaboration between national and local authorities)	Peripherality of both heritage and tourism governing bodies; overreliance on market mechanisms; lack of collaboration and responsibilities delineation; lack of leadership and governance skills; low feasibility regulations; fuzzy legislation, poor intervention on negative impacts
9. Market and product diversification	Market research, market segmentation and subsegmentation (targeting sustainable tourists' market: sustainable attitude, lower impacts, higher community benefits, longer stay, higher spend, diverse activities, less infra investments) Adequate product assessment (assessment of heritage assets' potential and local needs, balance of tourism and community benefits, etc.) Value-based heritage resource selection and product transformation (traditional ecological knowledge for "greener" product development, etc.) Sensitive and creative product development and market positioning (visitor satisfaction, product adaptation: timing, location, audience, innovation)	Dominance of economic interests and short-term profit over sustainability, society and heritage; exploitation of resources; foreign ownership; commoditisation of culture

10. Sufficient and diversified funding	Mixed funding and cross-subsidizing (public, private and civic sources; national, international, regional, local sources; from tourists ["user pays" principle], from taxpayers, etc.) Encouraging financial self-reliance of communities, businesses and heritage sites Sufficient conservation investment in traditional lifestyle and community values Sufficient funding for tourism and heritage-related data collection, preliminary research and support of local enterprises	Lack of fundraising knowledge and skills; leakage of tourism revenues to other government policy priorities; leakage of currency to private investors; poor heritage funding legislation
11. International governance and support	Global political commitment to environmental sustainability and sustainable development goals International organisations' governance and support (advisory, technical, regulatory, financial, monitoring, training, etc.; relevant bodies: WTO, UNESCO, ICOMOS, UNCED, OECD, IISD, Sustainable Tourism Stewardship Council [STSC], etc.) Global good practice exchange (transferrable lessons from other destinations, cross-national comparisons, joint pilot projects and programs) Expanded sustainability-aimed education, international instruments dissemination and compliance (global ethics, codes, charters, guidelines, etc.)	Lack of global commitment to sustainability of tourism; global "one size fits all" approach in local development and governance; lack of legal power of international instruments
12. "Heritage Capital" approach	Shift to a capital approach in heritage management (recognition of heritage as integrative capital intrinsic to SD, focus on conservation and sustainable use, local resource management) Planning and management for heritage sustainability (sustainability criteria, capacity and impact assessment, precautionary principle, etc.) Valuation and valorisation of heritage assets (holistic approach: cultural and economic values, benefits and costs; tangible and intangible aspects)	Exploitation of resources; lack of conservation economics knowledge and its application; lack of protective legislation; seasonal, short-termed development
13. Site management	Site management tools (site stress indicators and site sensitivity analysis, area management, visitor management, access and flow management, cost-benefit analysis, economic viability assessment, demand management, revenue management, impact management, etc.) Precautionary principle (prevention of damage, preventive maintenance, early warning system, price management, etc.) International cooperation, transferable lessons and benchmarking (site managers, tourism managers and government, e.g. International Collective Property Right over Cultural Districts)	Ecosystem degradation; loss of site and place integrity; visual pollution; overuse, wear and tear, congestion; overload of tourism infrastructure, seasonality

14. Destination management	Destination management principles (priority of destination management over tourism management, place-specific approach, functional diversity, etc.)	Lack of financial viability; lack of administrative transparency; land f r a g m e n t a t i o n ; miscalculation of real costs borne by the community; conflict over use
15. Theoretical and methodological knowledge base	Furthe Employment of destination management tools (carrying capacities assessment [physical, economic, social, cultural, ecological, political], cultural landscape approach, destination development scenario planning, area self-reliance and profitability management, integrated transportation and infra network, zoning of managed destinations, aggregate indicators measurement, accountable annual evaluation and monitoring, authority control, etc.) Paradigm shift in tourism research and cultural heritage research (toward conceptual embeddedness and endogeneity between tourism, heritage and sustainability; focus on heritage – tourism relationship, impacts, sustainability of cultural capital, resource management, ecological approaches, etc.) Theoretical and methodological innovation (shift from small case studies to large-scale studies, evidence-based and integrative research, hybrid approaches)	

Source: Loulansky & Loulansky (2011), p. 845-848

The 15 areas identified in Table 2 appear strategic in providing tools for local authorities' activation in answering policy questions listed at the beginning of this document (Table 3)

Table 3: Selected areas of activation in relation to policy questions

Policy questions	Areas of activation
How can European cities and regions relaunch and implement sustainable tourism based on CH attractiveness? How to make full use of the geographical diversity economies, green innovation, and actions taken towards a green new deal?	**3. Balance of authenticity and interpretation** **4. Shift toward sustainability-centred tourism management and practice** **9. Market and product diversification,** **12. "Heritage Capital" approach**
How to elaborate and implement urban spatial planning (by Urban Agenda) to prevent new COVID-19 impacts on tourism and to increase territorial mobility? What adaptation measures could be put in place as part of a place-based anti-pandemic strategy?	**1. Local involvement,** **5. Integrated planning and management** **7. Controlled/balanced growth of tourism development** **15 Theoretical and methodological knowledge base**
How should regions and cities cooperate to ensure the cross-border policy coordination in matter of tourism-oriented measures and territorial governance models at wider geographic scales?	**11. International governance and support;** **13. Site management** **14. Destination management**

How to reinforce sustainable tourism in multiple urban dimensions, with contradictory goals and planning complexities at urban and regional scales?	5. Integrated planning and management, 6. Incorporation of CH and tourism in the SD framework and policy, 8. Integrated governance and stakeholder participation 10. Sufficient and diversified funding
How to match the concept of sustainable tourism with Smart Specialisation Strategy (S3) and how to align this with technology advancement in CH?	1. Local involvement, 2. Education and training

Source: our elaboration

In some European regions, CH is not yet fully recognised as a strategic element to be included as a central element in urban and spatial planning in relation to its potential. Conservation is still the prevailing function in regional and urban planning. However, CH should no longer be considered as only a burden on the public budget, but also a territorial capital to trigger economic, social and environmental benefits for society and sustainable quality of life through its full inclusion in development dynamics.

CT potential is still underestimated, especially in peripheral or deindustrialised regional and urban areas, where some forms of CT are possible to be developed according to the territorial diversity. The lack of a shared strategic framework at European level, and of an integrated and cross-sectorial approach in management and governance of CT, affects the full exploitation of the CT potential at national, regional and urban level.

In addition, a common framework of indicators in CT field and a specific territorial impact assessment tool are missing, and this makes it difficult for policy makers, stakeholders and researchers to analyse the situation at EU and national levels and to plan at different levels a shared integrated strategy.

New research needs are emerging in the current global transitional situation.

With the collapse of international arrivals, we are now witnessing the great difficulty of urban economies (especially Cities of Art) which are based largely on the presence of massive tourist flows. In these cities, in relation to excessive tourist development, the housing stock has been mobilised to provide temporary accommodation (Airbnb economy) and the retail system has become weakened and standardised.

Emerging issues concern how European cities and regions need to rethink their strategies and implement new models of sustainable tourism that go beyond the overtourism/undertourism dichotomy, leveraging geographical diversity and green innovation.

Certainly, these strategies must fit coherently into the system of, often contradictory, planning objectives at different scales. More generally, the tourism phenomenon must be considered in the wider dynamics of inter and intra urban mobilities, featuring the contemporary, urbanised world.

ESPON research must deal with evidence on the structural changes in urban economies (for mega, metro, second tier cities..), emerging by the present depletion in people flow mobilities (at regional, metropolitan and international scales) maybe destined to become a stable trend. And in addition, ESPON research could provide the answer to:

- How and how large can we define the socio-economic impact of CH and tourism-focused regeneration in urban areas within the framework outlined by COVID-19? In which domains (fields, sectors and sectors) does cultural tourism's regeneration have an effect? How significant could this contribution be?

- How to measure the impact of regeneration from a new design that sees CT as central aim? How can this be expressed in quantitative terms, taking into account the reliability and validity of interventions, at territorial level?

- What are the differences of impacts on different European urban areas? What is the contribution of local cultural contexts?

- How to compare the results of the impact of CT in different regional realities?

- How can digitalisation and the use of new technologies contribute to increasing the social positive impact of cultural tourism in terms of sustainable consumption and development of new skills?

- What are the impacts of EU-funded investments in cultural tourism on the sustainable development of cities and regions?

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