Managing Metropolitan Tourism:
An Asian Perspective

Foreword

Metropolitan tourism is a daunting task for both academia and practitioners as the multi-functional nature of a city complicates the planning and management of tourism activities in urban areas. Careful considerations for both local residents and tourists are vital to the success of metropolitan area development.

Recent decades have seen a fast growth of metropolitan areas in Asia and the corresponding tourism development. Accordingly, a series of emerging issues and challenges, such as pollution, congestion, housing, etc, that link with tourism development make scientific research and close cooperation among all relevant stakeholders imperative.

Over the years, tourism research on this challenging subject has mainly concentrated on European and North American experiences. Insufficient literature has contributed to a lack of understanding of the tourism phenomenon within the urban setting in Asia.

Therefore under the financial support of the Korean government, UNWTO has commissioned this study on "Managing Tourism in Metropolitan Areas : An Asian Perspective" under the supervision of Professor Walter Jamieson to identify the key issues and concepts of metropolitan tourism and document good practices in Asia. It is hoped that this initiative will help to provide an insight into the phenomenon of metropolitan tourism and bring more future research in this regard.

I congratulate the Regional Representation for Asia and the Pacific of UNWTO on conducting this research.

Taleb Rifai
Secretary-General a.i.
World Tourism Organization

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INTRODUCTION

There is little existing documentation on the phenomenon of metropolitan tourism in Asia and the Pacific. Given this situation, the UNWTO has sponsored international conferences on the subject in Shanghai, Busan and Kobe. Full reports of these conferences can be obtained from UNWTO.

Many of the world's metropolitan areas are centered in Asia. These cities have grown rapidly and provide urban planners and tourism officials with challenges not faced elsewhere in the world.

In many tourism initiatives a great deal of attention has been devoted to marketing and, to a lesser extent, product development. Less attention has been paid to the integrated responsible development of tourism, especially at the metropolitan scale. This publication is not intended to be a textbook on metropolitan tourism planning and management. Rather, it seeks to identify key ideas and concepts and is designed to be of interest to public officials in emerging metropolitan areas.

Experience in many metropolitan areas has clearly identified that the process of tourism planning and management cannot be separated from the significant challenges facing urban managers and politicians as they cope with the rapid growth of metropolitan areas in Asia.

The future of humanity and long-term sustainability of the planet are intrinsically linked to the fate of our cities. Tourism planners and managers have a responsibility to ensure that sustainable tourism development complements overall municipal policies and plans, and meets the needs of both residents and visitors.

One exciting development in the field of tourism planning and development is the recognition of the power of tourism as a tool for overall social, economic, cultural and environmental development. Some argue tourism has the potential to be a transformative tool. That it can help metropolitan areas take advantage of new opportunities and deal with the challenges confronting many emerging metropolitan areas in Asia. If tourism is viewed from this development context, it is no longer an activity centered on the process of marketing and promotion, but becomes a major instrument to increase the quality of life in cities. Given this recognition, many now see the role of urban/metropolitan tourism as a catalyst in energizing cities. Throughout the text examples of good practice are used for purposes of illustration.

This publication is not a textbook but rather is designed to appeal to practitioners and politicians as they guide the development of metropolitan tourism in Asia. It can be used in a number of ways. People can read the entire book, refer to specific sections or in some cases read the case examples which are highlighted in special boxes.

This publication, available in digital format and hard copy, is a living document to be updated on a regular basis. Metropolitan areas and other tourism entities are encouraged to provide input on conceptual issues and examples of good practice.

It is hoped this publication will promote an increased debate on the best way to manage tourism in metropolitan areas, and encourage a much broader understanding of good practice.

1.UNDERSTANDING METROPOLITAN TOURISM

Introduction

The document is organized around a series of key ideas (illustrated in Figure 1). It is accepted that there are many ways of understanding the metropolitan tourism management process and the one developed in this publication is only one perspective. The book uses four key concepts of metropolitan tourism management as an organizing framework.

Margeting Product Development	Organization and Development
Planning	Organization

Figure 1: Metropolitan Tourism Management Dimensions

The framework recognizes that metropolitan areas differ in their scale of overall development. Some have well-established tourism industries; others have only recently embarked on tourism planning and management. Some have well conceived urban management models and techniques; others struggle to provide basic levels of service to their residents. Some have international reputations; others wish to emerge as potential metropolitan areas. Given these differences there cannot be 'one size fits all' for the management of these metropolitan areas. This reality makes it important to identify overall approaches and techniques formulated in the region and recognize the unique social, political, economic and cultural dimensions of Asia.

The book seeks to prompt an understanding of metropolitan areas as complete systems where actions and interventions at one level have an impact throughout the metropolitan area. While urban managers have long advocated this approach for some time, using a systems approach is especially important if tourism is to develop responsibly and effectively contribute to the development of metropolitan areas.

To understand the concept of metropolitan tourism management working in an actual metropolitan area, it is helpful to look at two examples demonstrating the value of an integrated approach to metropolitan tourism management. The first example discusses the integrated approach being taken in Seoul. The second covers the process of establishing a metropolitan tourism management approach in Hong Kong.

Seoul Metropolitan Strategies
Metropolitan Tourism and City Development in Korea

Seoul

In 2006, Seoul Metropolitan City devised a four-year comprehensive municipal plan under the supervision of its new mayor, Oh Se-hoon (appointed July 1, 2006). According to this plan, Seoul Metropolitan City had the aim of becoming an economic, cultural, welfare, environmental, and a citizens' city. In particular, Seoul Metropolitan City has been promoting conventions and tourism as a growth industry, with the aim of attracting more than 20 million foreign visitors by 2020. Within this policy framework the city has carried out a number of schemes including the restoration of Cheonggye Stream which is discussed elsewhere in this book. The development of the Seoul Forest Park as an ecologically friendly area has provided a habitat for animals and plants and become a "bridge" for Seoul City between Bukhansan (mountain), Cheonggyecheon (stream) and Hangang (river). The Forest Park includes a Culture & Art Park, an Ecological Forest, Nature Experience Park, wetlands, Hangang Riverside Park, an open-air stage, Seoul Forest Square, an eco-friendly playground, bicycle tracks and walking trails. NGOs in partnership with the municipal administration have also participated in the process of planning, construction and management of Seoul Forest Park. There are a number of other leading-edge initiatives being taken in Seoul.

Busan Metropolitan City

Busan's economy was seriously affected by the deterioration of the shoe/textile industries (which drove its economy in the 1970s), added to a deficiency of upgraded industrial structures and strategic industry development policies. In order to revitalize the local economy and reorganize the industrial structure, Busan selected 10 essential strategic industries to develop. One of these was the tourism and convention industry. Through the strategic development of the film, convention, sports/mega events, and medical industries, Busan aims to become a world-class tourism city. One of the major strategic elements of this restructuring has been the creation of the Busan International Film Festival, which has been recognized as one of the best film festivals in Asia. (Film festivals are discussed elsewhere in this publication.) Although Busan's film industry was originally event-centered, it is now seeking to become a production hub with the construction of the Busan Visual Center, which is dedicated to the Busan International Film Festival. Busan will also establish a permanent shooting site for movies and broadcasting (Movie/Visual Town), a movie editing complex, and the Busan Movie Experience Museum.

Lessons from Korea

As can be seen from these two Korean examples, metropolitan tourism is being developed as a strategic industry. Metropolitan tourism is an effective means to re-invent cities in the post- industrial era, to revitalize economies and to repair the urban environment. These metropolitan areas are making an effort to change their current images and to establish new identities as attractive tourism cities. Strong government leadership is seen as key to making these exciting improvements take place.

Metropolitan Tourism Management in Hong Kong

In 1957, Hong Kong recorded 50,000 tourist visits. Half a century later, the city welcomes more than 25 million visitors annually. Hong Kong's success is due, in no small part, to its strategic location, natural harbor, geographic linkage to mainland China, and industrious people. But success did not come automatically. Hong Kong had successive governments with foresight and the willingness to commit; a tourist board with vision and leadership and, above all, a cohesive, supportive travel industry.

Early in the 1950s, the Hong Kong Government recognized that tourism could become a major industry with sustainable growth potential. The government used the then British Tourist Authority as a model. It set up the Hong Kong Tourist Association (HKTA) as a quasi-governmental organization rather than a government department to promote tourism. Therefore, the HKTA had the benefit and ability to operate as an independent organization with strong government funding.

The Hong Kong Government has always been clear that its role is to provide land, plan and build infrastructure, and facilitate investments in tourist attractions and facilities. The Hong Kong Tourist Association's role, as set out in a government ordinance, is to promote the image and reputation of Hong Kong overseas. But the HKTA went beyond this role. It helped the Hong Kong Government set clear positioning for Hong Kong.

Since the 1960s, the HKTA clearly positioned Hong Kong as the "Pearl of the Orient", the focal point of Asia – a metropolitan tourism destination for leisure and business travelers. From the time when it was formed, HKTA recognized the need for planning, and carried out major feasibility studies.

The 1994 major tourism feasibility study, Visitor & Tourism Study (VISTOUR), created a tourism strategy appropriate for Hong Kong's future growth. It identified visitors' major needs and suggested the Hong Kong Government and HKTA focus on facilities (principally entry/exit facilities and accommodation); attractions (business and leisure visitors); services (promotion, information and tours); events (attract, entertain and raise visitor awareness), and infrastructure (general city infrastructure and special facilities).

The study also recommended a formal comprehensive strategic development plan for Hong Kong tourism (medium and long term), along with major recommendations

As a result of the 1994 Visitor and Tourism Study, the Hong Kong Government allocated an additional HK$50 million to a special Tourism Development Fund to undertake detailed feasibility studies on selected initiatives (recommended by VISTOUR) and to facilitate their implementation. The Government also set up a HK$100 million International Event Fund, to be managed by HKTA, as a short-term loan fund for international event organizers to bring world class events to Hong Kong.

Good examples of public/private partnership tourism development projects include: Hong Kong Disneyland (Hong Kong Government and Walt Disney Corporation joint venture); AsiaWorld Expo, new convention and exhibition center by Chek Lap Kok International Airport (jointly owned by Hong Kong Airport Authority and French company Dragages); Ngong Ping 360 Cable Car on Lantau Island (developed and operated by Mass Transit Railway Corporation).

An important lesson here is that government bureaucrats and planners must not act alone. If they want success in tourism, they must consider the current needs of the industry and take future tourism development seriously.

HKTA believes the four pillars of success lie in arrivals, length of stay, spending, and visitor satisfaction. It believes strongly in professional market research investment. For example, more than 20 years ago, HKTA first carried out extensive 'Value and Life Style' studies to identify new geographic source markets and market segments.

In branding Hong Kong, HKTA moved from
◆ "Pearl of the Orient" – promoting the mysticism of the World of Suzie Wong in the 60s
◆ "Hong Kong More Than You Bargain For" – highlighting Hong Kong as a shopping paradise in 1971
◆ "Stay An Extra Day" – a direct tactical move after the Tiananmen Square incident in 1989
◆ "Hong Kong - Wonders Neer Cease" in 1995 – in preparation for Hong Kong's return of sovereignty to China.

Managing Metropolitan Tourism

Hong Kong has been ahead of the times in positioning. After 1997, the Hong Kong Special Administrative Region Government decided to give the city a new identity. It re-branded Hong Kong as "Asia's World City" and captured Hong Kong's role as Regional Business Hub – a natural gateway to new economic opportunities in the mainland of China and the rest of Asia. Over time HKTA changed its branding:

◆ "Hong Kong City of Life" in 1998
◆ "City of Life, Hong Kong is it!" in 2001
◆ "Hong Kong Live it. Love it!" in 2005.

The HKTA also capitalized on the rich resources of its flag carrier Cathay Pacific in shaping the city as a regional transportation hub, and drew on the experience and expertise of major international hotel groups such as the Peninsula, Mandarin Oriental and Shangri-La with headquarters in Hong Kong.

Hong Kong's success did not come easily. It required years of hard work, market research, careful planning, and continuous financial commitment by the public and private sectors.

This summary is based on a presentation made by Amy Chan, Professor, School of Hotel & Tourism Management, The Hong Kong Polytechnic University at the UNWTO Conference on Metropolitan Tourism, Busan, 2007.

Summary

While many experts have defined the role of metropolitan tourism management organizations in purely marketing and promotion terms this section has sought to define a much wider role that metropolitan areas must adopt in order to achieve competitive and responsible tourism. Hong Kong provides an example of good practice as it relates to a comprehensive set of policies and activities. The challenge for metropolitan tourism managers is to ensure that integrated strategies and approaches are put into place in all metropolitan tourism management. It is also essential that the development potential of tourism as an economic, cultural and social development tool be incorporated into tourism planning and development at the metropolitan level.

2.THE NATURE OF THE ASIAN METROPOLITAN CHALLENGE
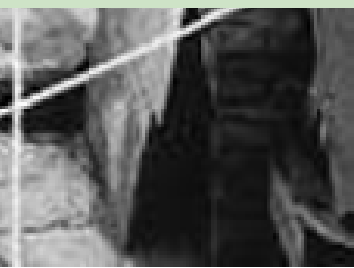
Introduction

There have been many studies, reports, policies and books on the challenge of managing urban areas in Asia. After many years of study, aid programs, initiatives by NGOs, changes in policy and procedures by national and metropolitan governments, the urban situation, and in particular that in metropolitan areas, is still of significant concern. One might argue that conditions are even more desperate than 10 years ago. World Bank, ADB as well as other sources have been employed in preparing this section. While an attempt has been made to be as comprehensive as possible, including material relevant to tourism management has been a determining factor in developing this section.

The Success Stories

It is impossible to generalize about metropolitan areas. Some places, like Singapore, are seen as world-class leaders in all aspects of urban management. It is interesting to note that while most cities are struggling to control populations Singapore is attempting to increase its population systematically, in order to maintain its competitive position. In addition, Singapore is providing innovative leadership in a number of domains, especially in the conservation, production and distribution of clean water. Its transportation systems match or exceed world standards and it has an excellent social and cultural infrastructure. The same can be said of Hong Kong. The Tokyo Yokohama area, with a population of more than 60 million people has been able to develop very high levels of urban management structures and provide its population with a high quality of life and efficiency. This is true for all Japanese cities. Korea has made incredible strides, as has Kuala Lumpur. Therefore, on one hand we have well-managed and world-class metropolitan areas providing a high quality of life and equity. This progress is remarkable given that these high levels of development have been attained in a relatively short period of time during a period of very high population growth.

These successes must first of all be celebrated but most importantly be seen as examples for other Asian metropolitan areas to emulate. Often there is criticism when Western examples are used to describe optimum futures and techniques, given differences in culture and social values. There are now a number of examples in Asia of urban governance and planning that can be used to illustrate good practices and, most importantly, to demonstrate that it is possible to have sustainable and equitable urban growth within the Asian context.

Metropolitan Challenges

The metropolitan challenges have been documented in numerous publications and sources. It is not our intention in this publication to develop a primer on these challenges. Rather, our intent is to provide an overall context for metropolitan tourism planning and management.

It is interesting to note that 90 per cent of city growth occurs in the developing world, where societies and people are not prepared for an increase in population. In sprawling cities like Manila or Mumbai, children have been born, grown up and have started families themselves without ever escaping the difficulties of the slums. In many Asian cities, 30 to 40 per cent of the population is already living in slum areas and the percentage of poverty is as high as 40 per cent of the population. Mumbai is home to around 18 million people; approximately 54 per cent of them live in slum conditions. Forty per cent of Jakarta – a flood prone mega city home to 13 million – is one meter or more below sea level. The scale of the challenge is significant.

The growth rates of most cities in Asia are far beyond the capacities of their infrastructure. The economic benefits of growth have not been distributed equally. More than half a billion Asians live in slums, while air pollution affects the health of millions.

There are the obvious problems of congestion, air pollution, slums, beggars, poor solid waste management practices etc. While these are the tangible manifestations of poverty, much of the misery is hidden in the form of exploitation, lack of basic rights, no ability to influence futures etc. Measuring poverty in urban areas is more complex than simply using the traditional US$1 a day. While some urban dwellers may have higher incomes than this base limit, the high cost of accessing basic services, paying rent, transport, healthcare, education and other essentials is more than one dollar a day. The poor often do not have access to clean water, dependable jobs, social services, decent housing or schooling, and live in below standard environments which contribute to poor levels of health.

It is useful to consider living conditions in metropolitan areas from the perspective of children, families and women. For many, childhood is extremely difficult for several reasons, including challenges of health, sanitation, education, citizenship and protection. For many families, migration to urban areas often does not match their expectations and results in a situation with little or no access to government services, children unable to attend school, unprotected jobs and the need to travel long distances to work. Women often are in industries where they earn minimum wages where they are not well represented by labor laws. Girls and women are vulnerable to sexual abuse, unfair dismissal and even trafficking. They often lack access to maternal and child health information and care, as well as family planning resources. One of the opportunities of tourism development is in how it can begin to contribute positively to the overall poor urban conditions in many metropolitan areas.

The reasons for these challenges are many. In some cases the simple rate of growth overwhelms the capacity of any government to provide even basic services. Many of these countries are in the very early stages of development and simply lack the financial resources to provide even basic infrastructure and services. They also lack the capacity and experience in managing urban areas. One must recognize that corruption is a fact of life which often distorts decision-making processes and siphons off much-needed financial capacity. There are also bureaucracies in place which are ill-suited to dealing with the complexity of managing urban areas.

Figure 2 is useful in understanding the challenges. There are even more that could be included but the object here is to illustrate the magnitude and complexity of the issues. Obviously many of these issues are interconnected.
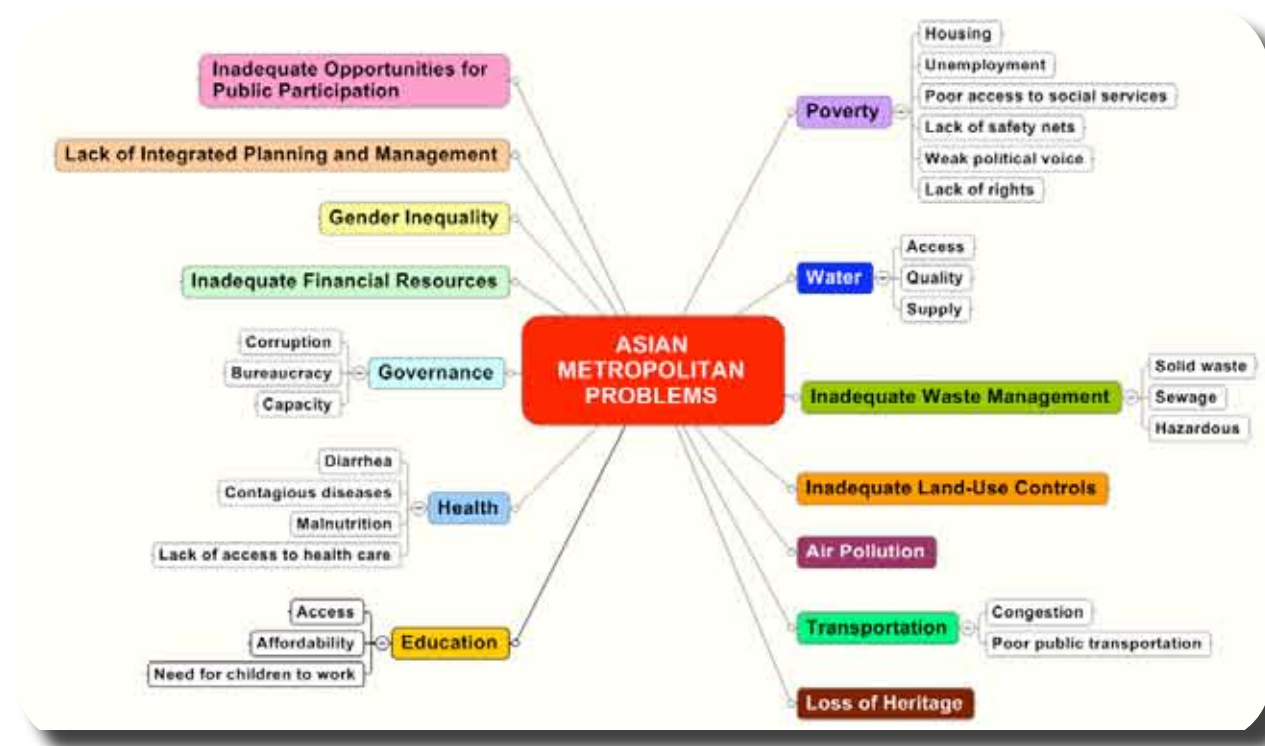
Figure 2: Asian Metropolitan Problems

Strategies for Dealing
with Metropolitan Problems and Challenges

There are many ways to begin to describe strategies that are available to deal with the conditions described above. The obvious first step is to ensure that metropolitan areas working with national governments, as well as international organizations, can develop long-term approaches. This obviously must be done within an environment where all stakeholders have equal influence on decision making. This involves a number of stakeholders to support the process. The

significant number of groups and interests related to civil society are obviously an important dimension of resolving the issue of access to and influence on the overall decision-making process.

The identification of what was required to deal with the urban challenge was first established at Habitat II in 1996. Results of that event were incorporated into the Istanbul Declaration on Human Settlements and in particular in the Global Plan of Action. Some specific points that were agreed upon include:

◆ Improve the health and well-being of all people throughout their lifespan, particularly people living in poverty.
◆ Improve environment conditions, and reduce industrial and domestic waste, and other forms of health risks in human settlements.
◆ Recognize the need for an integrated approach to the provision of these environment services and policies that are essential for human life.
◆ Promote a healthy environment that will continue to support adequate shelter for all and sustainable settlements for current and future generations.
◆ Secure a reliable supply of safe drinking water for all.
◆ Improve the livability of human settlements.
◆ Develop mechanisms for assessing the environmental impact of proposed activities.

Regional Initiatives to Deal With Human Settlement Issues

A number of regional initiatives have been carried out to improve the urban environment. They are presented here to illustrate that there have been a number of programs and initiatives that in many cases have yielded individual successes. These initiatives include:

◆ The Healthy Cities Program that was launched by the World Health Organization European Regional Office in 1986, aimed at developing health enhancing public policies that create physical and social environments that support health and strengthen community action for health.

- The Sustainable Cities Program (SCP), a joint venture of the United Nations Center for Human Settlements and the United Nations Environment Program (UNDP), with its principal goal to provide municipal authorities and their partners in the public and private sectors with an improved environmental planning and management capacity.
- Localizing Agenda 21, which is a capacity building program developed response to Chapter 28 of Agenda 21, where local authorities are called upon to develop and implement Local Agenda 21 programs within their communities.
- The Urban Management Program (UMP) which is a global technical cooperation program of the United Nations, executed by the United Nations Center for Human Settlements (UNCHS) with core funding from the United Nations Development Program and several bilateral agencies.
- The Urban Governance Initiative (TUGI), which is an endeavor of the United Nations Development Program built upon its earlier investment and insights from the Urban Management Program for Asia and the Pacific. TUGI was directed to assist local governments in making cities in the Asia-Pacific region more livable.
- Regional Network of Local Authorities for the Management of Human Settlements (CITYNET), which is a network of cities, NGOs and CBOs that came to promote the creation of conditions and appropriate mechanisms for communities to plan and manage their own settlements and environments,

Approaches for Meeting the Opportunities and Challenges for the Future

Given this significant level of investment and effort it would be normal to assume that many of the urban conditions described above would have been dealt with. Even with this lack of success a wide range of stakeholders and interest groups continue to believe in the possibility of change. It is useful to look at the opportunities that exist and that have the possibility of dealing with the metropolitan condition.

The opportunities include:

◆ Utilizing growing environmental awareness, especially with concerns about global warming, to convince everyone that it is essential to immediately adopt environmental policies that will produce healthier and more livable cities.

◆ Using improved tools and mechanisms for integrated planning and management processes. One of the promising areas is in the use of networking across sectors, groups, cities and countries. CITYNET is an example of this.

◆ Using advances in information technology effectively to manage urban processes and knowledge.

◆ Becoming more sophisticated in using globalization as a way to attract investment and increase standards of development.

The possibilities to bring about change include:

◆ Developing culture and place-specific techniques for comprehensive and integrated planning and management. It is clear that the sectoral view that has been utilized has not worked. For example, the root of environmental problems can be related in part to poverty issues. An integrated approach would allow issues such as the security of land tenure, disaster planning and poverty reduction to be dealt with in a comprehensive way, yielding creative solutions.

◆ City design should be supportive of the needs of children, women, elderly citizens, and disabled people, migrants and refugees. Too often design exercises are seen as an issue of aesthetics and neglect the underprivileged in the process.

◆ Integrated approaches can also help in dealing with solid waste problems by reducing use at its source rather than only being concerned about how to deal with waste once it has been created. Lifecycle assessments and eco-labeling are examples of such an integrated approach.

◆ Exploring mechanisms to put into place the enormous number of new technical tools and approaches that have been developed. These new tools and approaches require mechanisms for their implementation whether they are financial, structural, or related to the capacity of the receiving society.

◆ Developed nations must work closely with developing metropolitan areas in the transfer of technology and innovation. In certain cases, innovation can provide solutions to environmental problems. Plastic and foam containers, for example, are used by billions of people resulting in mountains of waste. There are now biodegradable solutions which with awareness-raising and regulation could be implemented.

◆ The magnitude and momentum of the urban environment problems are such that significant amounts of money will be necessary. The use of creative financing, public-private partnerships, micro-lending etc. need to be stressed. Part of the challenge is also to save costs and achieve efficiencies of scale. For example, the use of community participation and volunteerism is one way of improving services without additional costs. Metropolitan areas will also have to become more equitable in developing taxation systems and more effective in the collection of these taxes.

◆ All of the suggestions above depend on new models of governance. This will involve the decentralization of power, enhanced bureaucracies working within an integrated setting and a commitment to public participation. Governmental procedures built on heavy bureaucratic structures will need to be replaced by leaner, action-based processes and government departments will also have to learn to work together if an integrated approach is to be achieved.

◆ Metropolitan areas must develop more sophisticated crisis and disaster planning techniques and policies. Too often the emphasis is on dealing with the consequences of natural and man-made disturbances and crises. Organizations such as the Asia Disaster Preparedness Center have significant experience that can be shared with metropolitan organizations to ensure that disasters have minimal impact on their populations.

◆ Metropolitan areas must work with UNECO as well as others in preserving the identity often manifested in the tangible and intangible heritage of their cities. This cannot be seen as a luxury but rather an essential part of helping cities to maintain their memory while at the same time creating the necessary conditions for cultural and creative tourism.

- Many developing metropolitan areas lack a suitable public safety infrastructure. Innovative approaches to ensuring the safety of residents and visitors is an essential element in the quality of life of a city. Without these conditions residents cannot feel safe and secure, and tourists are likely to avoid metropolitan areas without a well-developed safety and security structure. This includes police, disaster response, fire, as well as safety inspections and enforcement.

- Planning systems must be instituted that are appropriate to the political and social structure of a metropolitan area. While systems for more developed jurisdictions can be considered, it is essential that the planning and design responses be suitable to the capacity of a metropolitan area. Once plans are in place, implementation and enforcement mechanisms must be created that – again – are realistic in terms of the capacities of the metropolitan area.

- Every effort must be made to provide safe and affordable housing. There are a multitude of programs and examples that now exist. The missing link is the willingness and the structure to make something happen in the slums of many metropolitan areas.

- As described earlier, many people living in cities have inadequate incomes. Until they can have access to reasonably paid employment they will continue to experience the incredible deprivation that is a reality in many urban areas. Until parents can earn sufficient income that does not require their children to work at a young age the cycle of poverty will continue. While larger scale employment can be created through foreign investment, the incredible success of micro-finance should be seen as an important part of the employment creation programs in metropolitan areas. Responsibly managed tourism can help to make this happen.

Figure 3 illustrates the range of tourism related urban management approaches that are available.
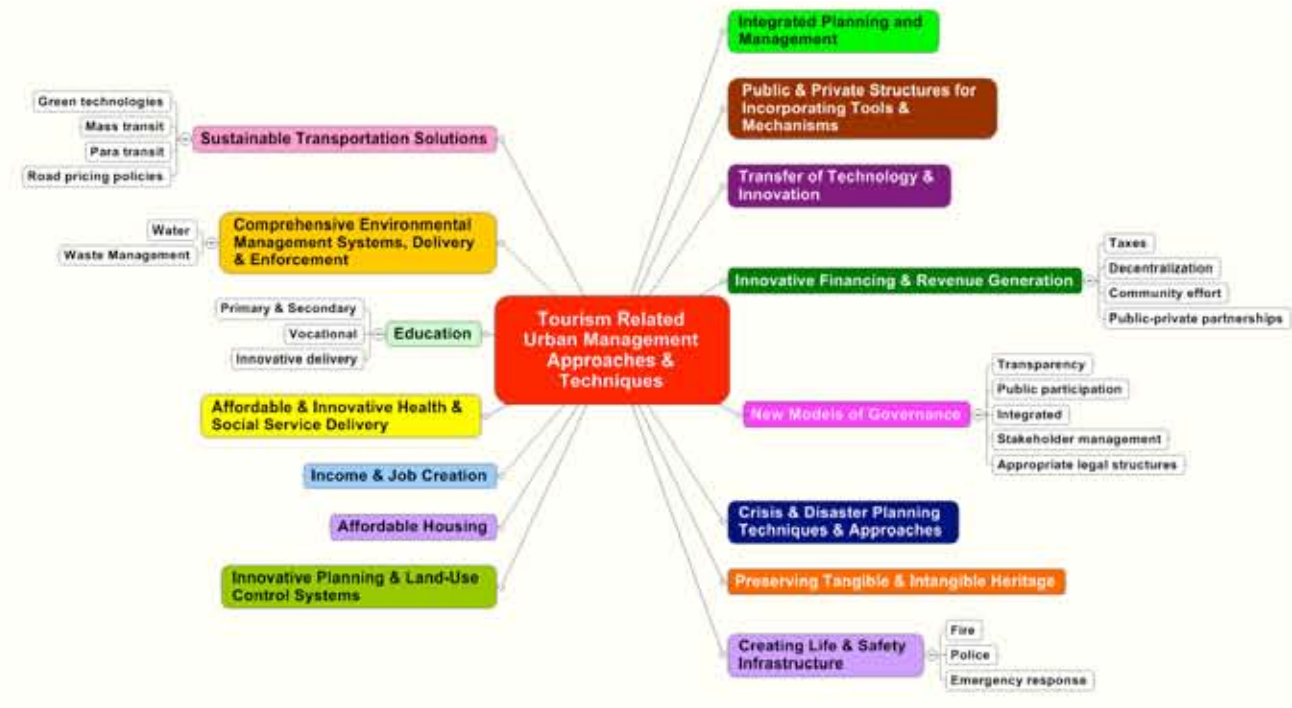
Figure 3: Tourism Related Urban Management Approaches

Summary

Metropolitan areas in Asian face considerable challenges in meeting the significant growth and problems they are experiencing. The discussion above provides a useful context for considering the management of metropolitan tourism. It is evident that tourism is only one of many dimensions that need to be incorporated into the urban management process. The challenge is for tourism planners and policymakers to develop management and planning frameworks that will allow tourism to be seen as an essential part of the overall planning process, as well as an important tool for development. Unless the approaches used by tourism planners and managers are cognizant of the pressures facing metropolitan areas they will simply not be successful. This reality clearly calls for an integration of tourism planning and management within the larger urban management structure.

3.RESPONSIBILITY AND SUSTAINABILITY IN METROPOLITAN TOURISM MANAGEMENT

Introduction

Ultimately, the key goal of any metropolitan region is to improve its citizens' quality of life. Those involved in tourism should be keenly aware that tourism development can help achieve this goal – by stimulating economic growth, supporting cultural development, underpinning diversity and creativity, and raising a city's international profile.

The UNWTO has played a crucial role in both defining as well as promoting sustainable tourism practices. It has sponsored a significant number of events across the world to ensure that the message of sustainability is well understood.

UNWTO identifies 12 objectives in sustainable tourism:
◆ Economic viability
◆ Local prosperity
◆ Employment quality
◆ Social equity
◆ Visitor fulfillment
◆ Local control
◆ Community wellbeing
◆ Cultural richness
◆ Physical integrity
◆ Biological diversity
◆ Resource efficiency
◆ Environmental purity
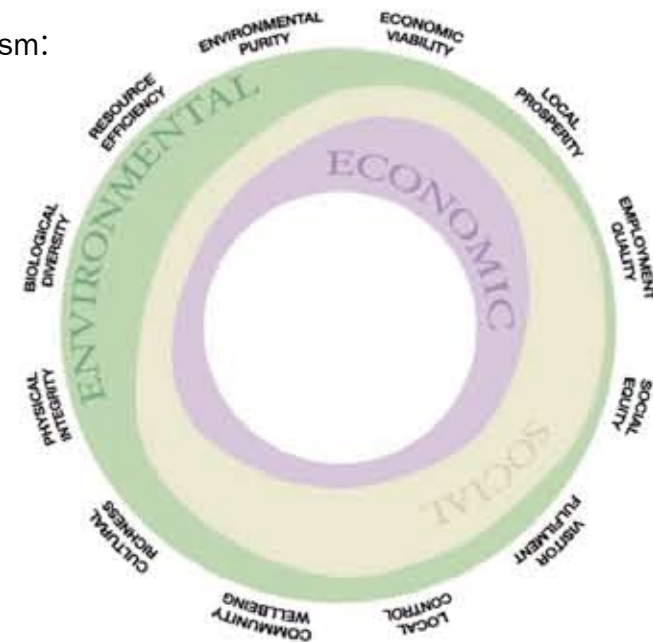
Experience demonstrates that strategic tourism planning and sound management are crucial to achieving sustainable development goals where metropolitan areas are seen as more than just the sum of their parts. Responsible and sustainable development seeks to create long-term healthy, viable metropolitan areas for both tourists and residents.

A sustainable, responsible and integrated view of metropolitan management should seek to
◆ Address the needs of tourists and economic interests of the tourism industry
◆ Approach tourism development in a way that reduces negative impacts
◆ Protect business interests of local people, heritage and environment
◆ Protect the local environment, in part because it is the metropolitan area's livelihood

What is Sustainable Tourism?

A sustainable approach to metropolitan tourism management is based on globally applicable principles of sustainability. Any steps taken to manage a metropolitan area should be considered in terms of the values of sustainable development. Over the past two decades, the inter-relatedness of all natural and human systems has become abundantly clear. We now understand that no human action occurs in total isolation from other natural, social, economic and cultural systems.

The imperatives promoting and enhancing the vision of sustainable futures, including a sustainable future for tourism are:
◆ Prudent use of the earth's resources within the limits of the planet's carrying capacity
◆ Devolution of top-down decision-making responsibilities and capabilities to a broader range of a metropolitan area's stakeholders
◆ The abatement of poverty and gender inequalities and respect for fundamental human rights
◆ Enhancement of the quality of life for residents through improved health care, shelter, nutrition and access to education and income-generating skills
◆ Preservation of biodiversity and life support systems for all natural habitats

◆ Preservation of indigenous knowledge and ways of living, and respect for spiritual and cultural traditions of different peoples

To fulfill these imperatives, governments and other societal agents must struggle to find an appropriate balance between different, and sometimes apparently conflicting, needs and value systems. Whatever the situation, sustainable development must meet three fundamental and equal objectives:

◆ Economic: production of goods and services (with efficiency as the main consideration)
◆ Environmental: conservation and prudent management of natural resources (with the preservation of biodiversity and maintenance of ecological integrity as the main considerations)
◆ Social: maintenance and enhancement of quality of life (with equity as the main consideration) and inter-generational and intra-generational equity in wealth distribution

Achieving sustainable tourism development requires the private sector and community to act cooperatively as partners towards a sustainable society. Making decisions about sustainable tourism development also requires that communities work within a broad framework to develop decisions that are:

◆ Long-term: allow communities to better anticipate and prevent problems, and make risk-reduced decisions
◆ Multi-sectoral: include the full range of interests and activities in a tourism environment
◆ Ecosystem-based: recognize the cumulative and synergistic effects of all actions on the ecological integrity of a community and region
◆ Integrated: identify the impact of actions on other sectors, regions and communities
◆ Cognizant: recognize the causes and consequences of problems that communities seek to solve
◆ Full-cycle: understand the full context of resource use from extraction to end use

Managing Metropolitan Tourism

Principles of Sustainable and Responsible Tourism

Some of the most important principles of sustainable and responsible tourism:

◆ Tourism should be initiated with the help of broad–based community input; the community should maintain control of tourism development.

◆ Tourism should provide quality employment to community residents and establish links between local businesses and tourism.

◆ A code of practice should be established for tourism at all levels – national, regional and local – based on internationally accepted standards; guidelines for tourism operations, impact assessment, monitoring of cumulative impacts, and limits to acceptable change should also be established.

◆ Education and training programs should be established to improve and manage heritage and natural resources.

Summary

While there have been important strides in raising the profile of sustainable and responsible tourism, there still are significant gaps between the rhetoric of sustainability and the actual practice of tourism development. Sustainability cannot be seen as something that is incorporated into a separate chapter but must be a crosscutting theme throughout the metropolitan tourism management and planning process.

4.METROPOLITAM DEVELOPMENT AND MARKETING TOURISM PRODUCT

Introduction

The metropolitan tourism management process requires an urban area to develop products, attractions, services and experiences which are cultural, natural or intangible in nature, to meet market demands. It is no longer acceptable to adopt an approach based on the assumption "if we build facilities and products, the market will come." Rather, there must be a clear relationship between the products available in a metropolitan area and market demand. While this seems self-evident, a great deal of tourism development occurring in many Asian urbanareas is not grounded in solid, market-based decision-making. Too often, politicians and public officials promote tourism products and development without any sound market-based information to support investment. One key challenge of metropolitan tourism development is to achieve a match between products and market realities. That is why the product development and marketing processes have been grouped together in this section. The processes have a number of dimensions (illustrated in Figure 4) which will be examined in this section

PRODUCT DEVELOPMENT

Site Planning & Design
Route Planning
Conservation
Financing
Interpretation

MARKETING & PROMOTION

Market Research
Market Segmentation
Strategy Development
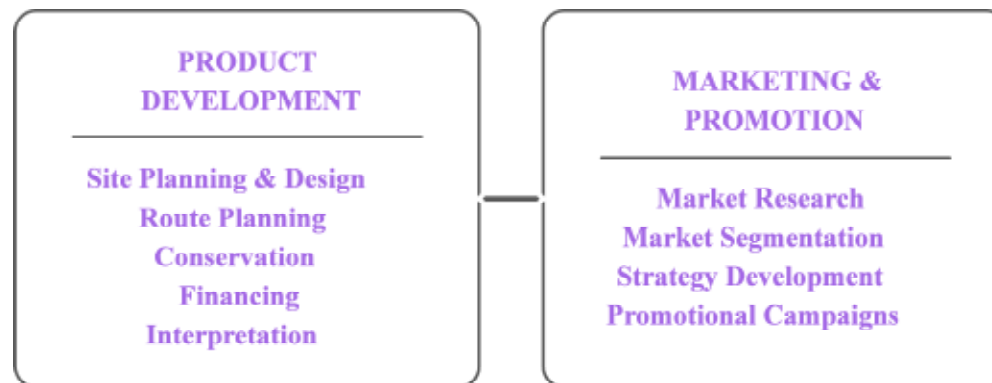Promotional Campaigns

Figure 4 Metropolitan Tourism Product Development and Marketing

Product Development

A metropolitan area's 'product' consists of the urban area itself, as well as individual built and natural attractions, tours and packages, services for travelers (e.g. shopping, restaurants, accommodation) and activities. Approaching a metropolitan area as a product requires seeing it as an integrated series of attractions and experiences with each urban area having its own unique product mix, based on resources, values, needs and preferences. In the ideal situation a metropolitan area is more than the sum of its parts and a special set of packages that form unique visitor experiences. The result of a responsible product design process should be an authentic tourism product – attractive to travelers seeking hospitable and unique experiences – yet supporting the needs and aspirations of the community. One of the creative challenges is to package various experiences and attractions in such a way as to appeal to important market segments.

To be successful, many metropolitan areas have to move from a mass market approach to one catering to the needs of many unique niche markets. These varied markets offer metropolitan areas a unique opportunity to build on local strengths. Some of the existing and emerging niche markets include:

Bumrungard Hospital Bangkok

◆ Nature-based: A significant number of tourists are interested in visiting and experiencing natural areas. One segment of the nature-based tourism market is ecotourism, which encourages visitors to adopt a conservation philosophy, contribute to the protection of natural resources and has a strong interpretive element.

◆ Culture: This niche market will be described in detail later in this section.

◆ Health/wellness: This segment has a number of dimensions ranging from spas to people traveling for a range of medical procedures.

◆ Adventure: Adventure tourism gains much of its excitement by allowing its participants to step outside of their comfort zone and may include activities such as mountaineering, trekking, bungee jumping, mountain biking, rafting, and rock climbing.

◆ Seniors/third-agers

◆ Sports: Travel undertaken for the purpose of engaging in a particular sport, such as skiing or golf, or to watch a favorite team play.
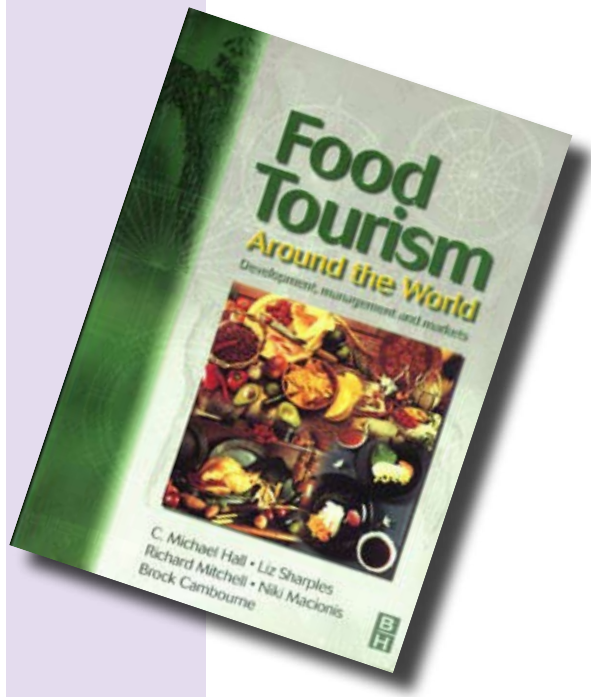
- Religious/pilgrimage: A form of tourism whereby people of faith travel individually or in groups for pilgrimage, missionary, or leisure (fellowship) purposes.
- Gap year tourism: More and more people take sabbaticals or spend a year between education and work.
- Soft holidays: The term "soft holidays" is used to describe travel patterns where one family member works while others take a vacation.
- Food/culinary: Culinary Tourism is defined as the pursuit of unique and memorable eating and drinking experiences, according to the International Culinary Tourism Association.
- Voluntourism: Combines vacation travel with volunteering in the metropolitan area visited.

There are many more niche markets. The tourism industry and metropolitan areas must be better prepared to develop uniquely packaged products and activities that translate into memorable experiences to meet the needs of a rapidly changing tourism landscape.

As with many metropolitan areas in Asia, Delhi is working to upgrade its image and improve the tourism experience. The initiatives described below provide us with useful insights into innovative ways of creating new tourism experiences.

Product Development Innovations in Delhi

Delhi presents a unique blend of unity in diversity, which is the hallmark of the Indian capital. This metropolitan city with a cosmopolitan culture is a treasure house of one of the richest heritages and cultures of the sub-continent. While the old city is a remnant of its glorious historical past, the central capital is a sprawling, green, well laid out city, designed by the renowned architect Edwin Lutyens.

In response to increased demand for hotel accommodation, an innovative bed and breakfast scheme has been launched to develop budget home stay accommodation. Under the scheme, any residential building with a surplus accommodation can provide up to five rooms or suites following a registration/accreditation process. These units are treated as non-commercial for the purpose of property taxes, luxury taxes, electricity and water charges. More than 200 bed and breakfast units have been registered

under the scheme, making around 550 additional budget category rooms available, with these numbers increasing regularly. This initiative is a unique public/private partnership and is in tune with the concept of sustainable tourism since it leads to the benefits of tourism accruing to the middle class residents of the city, making them an important stakeholder. In addition, it has also enabled the spatial redistribution of benefits to the non-commercial suburban areas of the city.

On a wider scale, three monuments in Delhi i.e. the Red Fort, Qutab Minar and Humayun's Tomb have been declared as UNESCO World Heritage Sites. Steps are being taken to develop world-class environs and tourist facilities around these sites including the illumination of several important monuments. Sound and light shows have been designed around the heritage monuments to provide glimpses of the rich historical past of the country. The idea is to provide tourists with an "agenda for the evening". The heritage buildings in the old city as well as Lutyens zone are being restored to revive their past glory. The ambience around these restored buildings is also being enhanced through appropriate landscaping.

Delhi is also emerging as a major medical tourism destination in Asia with state of the art hospitals and affordable health and medical care services. It is expected that more and more foreign travelers will combine their surgical/medical engagements with leisure activities.

Finally, Delhi has emerged as a major marketing platform for the arts and crafts of rural India. Delhi Haat is a unique shopping tourism destination, developed with the objective of showcasing Indian arts, crafts, cuisines and culture. It has helped in reviving languishing traditions and has also ensured that the benefits of tourism accrue to the rural economy. The shopping premises consist of 62 handicrafts and 25 food stalls. The uniqueness of this complex is that the handicrafts stalls are allotted on a rotational basis to craftspersons coming from all over the country for a fixed period. The success of this venture has lead to the opening of a similar complex at Pritampura in Delhi and replication of this model all over the country. This is an excellent example of the power of tourism being used to improve the well-being of not only the residents of the city but people living in the entire country.

The material for this description was drawn from a presentation by Devesh Chaturvedi, Ministry of Tourism, Government of India at the UNWTO Asia-Pacific Conference on Metropolitan Tourism in Kobe Japan, June 2008.

Japan is the home of a number of unique metropolitan tourism experiences. They range from examples of Zen like images to the Akihabara district of Tokyo to the Osaka Workmanship Tourism series of experiences and museums. These are described briefly below to illustrate different types of unique tourism experiences.

Example of Dry Garden

Akihabara, Tokyo

Metropolitan Tourism Products in Japan

Absolute Zen

As the world becomes more complex there is increased interest in Zen designs and philosophies. Zen is a quest for understanding, which lives in Zen meditation. Zen can find expression in meditation, food, architecture, gardens, and thought. The dry garden, which is not a realistic rendition of a natural landscape, expresses Zen enlightenment, the super-sensory realm of nothingness. Raked sand patterns are designs that seem intuitively to embody nature. Spanning the ages, ever new, they embrace the power of the infinite. Metropolitan areas provide opportunities to embrace and experience important themes in present-day life throughout the world.

Akihabara

From its post-war life as the place to buy electric goods, Akihabara (often abbreviated to its pet name, Akiba) has constantly moved with the times. It became Tokyo's commercial center for consumer electronics in the 1980s, and through the following decade it morphed into an area specializing in computers and software. From the late 1990s to the present day, it has vbecome the world capital of otaku culture — the realm of obsessive fans immersed in some aspect of Japanese pop culture. Anime, comics, games, "maids," and more...this is a place without peer around the world. It is the world of the otaku actualized.

Akihabara's Maid Cafes

Some of the more bizarre elements of the district are maid cafes. When you enter one of these venues, the waitresses (dressed in caricatured costumes of Western maids) greet gentlemen with the somewhat unorthodox phrase, "Okaeri nasaimase, Goshujin-sama," which translates as "Welcome home, master." At the @Home Cafe, the frilly-capped maids' motto is "providing an enjoyable time." And in the time limit of 90 minutes, customers are entertained by the maids playing small games. In some cafes the maids dress like cartoon characters, such as Minnie Mouse, and talk in high-pitched "character" voices, much to the delight of patrons. While these cafés are not for all tourists they do for provide a unique experience for both domestic as well as foreign visitors.

Akihabara's Maid Cafes

Osaka Workmanship Tourism

Creating unique tourism experiences is always a challenge, especially in industrial cities. Building on its industrial roots, Osaka has developed a unique niche market entitled "Osaka Workmanship Tourism". This niche market recognizes that people are fascinated to see how things have and are being produced. There are now a number of facilities and museums in Osaka and the region concerned with energy, environment, recycling, traditional crafts, local industry, food and drink, textile and fashion, mass communication and furniture.

One of the interesting examples is the Entrepreneurial Museum of Challenge and Innovation (EMCI). As a project to commemorate the 120th anniversary of the founding of the Osaka Chamber of Commerce and Industry (OCCI), EMCI was established by OCCI in June 2001, as Japan's first unique museum to introduce entrepreneurs who have greatly contributed to developing many of the modern industries of Japan.

Entrepreneurial Museum of Challenge and Innovation

Museum visitors can learn about entrepreneurial spirit, including the spirit of accepting challenges, innovative ideas, and self-reliance, through the achievements of such Osaka-based entrepreneurs as Konosuke Matsushita and Ichizo Kobayashi. The museum features many

attractions. One is the Prologue Theater, which takes visitors back to the Edo period to present the roots of the Osaka entrepreneurial spirit. There is an entrepreneur digital archive where visitors can search for detailed information about the entrepreneurs. There is also a library where visitors can view corporate histories, biographies, and other reference works.

The founding concept of EMCI is none other than the handing-down of entrepreneurship to the next generation, to nurture and develop human resources for the future.

The following elements should be considered when developing a metropolitan area's product:

◆ Choosing authentic themes to reflect local culture(s) and environment-human relationships
◆ Keeping development in scale with community and environment
◆ Ensuring developments also meet community needs
◆ Developing appealing, long-term, competitive attractions
◆ Avoiding 'parachuting' successful ideas from other places; success comes from strong local commitment and enthusiasm
◆ Choosing themes to position the metropolitan area within responsible development principles
◆ Providing high-quality experiences.

Culture and Creativity as a Product

Given the increasing number of niche markets and the difficulty of fully understanding and developing each of them in the text, for purposes of illustration this book will concentrate on culture and creativity as one form of tourism. It is hoped that by concentrating on one particular market segment the reader will be able to translate this conceptual development to other forms of tourism activity.

Culture has been selected as a focus of attention in this publication since it has become a vital element in the development of metropolitan tourism. An estimated 40 per cent of international tourists visit cultural attractions. This figure may be higher in large cities with a concentration of cultural facilities. Culture is also the element that makes places distinctive and gives them identity on the global tourism map.

One can argue that the focus of competition in tourism in general (not just metropolitan tourism) is shifting from tangible assets of places toward intangible ones. These intangible dimensions include language, community structures, values and attitudes, song, dance and traditional ways of life. Interest in creative and cultural activities and resources has been termed 'cultural tourism' and recently as 'creative tourism'.
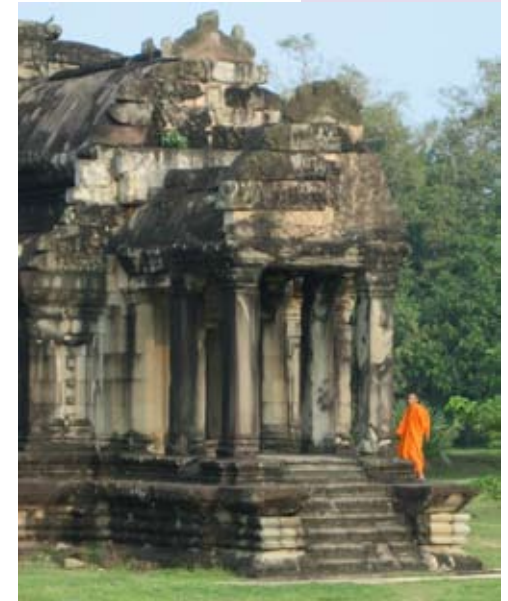
Cultural Tourism

Cultural tourism encompasses a wide range of resources and activities. While there are many definitions of cultural tourism it is commonly accepted that it is travel directed toward experiencing the arts (galleries, studios, performing and visual arts), cultural activities (festivals, celebrations, rituals and events), physical heritage (areas, buildings and landscapes) and non-physical heritage (lifestyles, traditions, food, values and beliefs). Cultural tourism can encompass a single artifact in a museum to entire cultural landscapes.

Cultural tourism is truly an interdisciplinary field involving a wide range of activities including:

- ◆ Building and artifact conservation
- ◆ Research and documentation
- ◆ Evaluating historical and cultural significance
- ◆ Interpretation
- ◆ Management of heritage sites
- ◆ Marketing
- ◆ Finance
- ◆ The management of festivals and events
- ◆ Landscape preservation
- ◆ Archaeology
- ◆ Architecture

Given this multiplicity of disciplines together with the pressures of the marketplace those involved in cultural tourism are constantly faced with the tension of balancing economic development opportunities

which often lead to the destruction of heritage and culture with the need to maintain culture and heritage as an important dimension of the human condition.

Sustainable cultural tourism is designed to manage change in such a way that the essential elements of a culture are maintained for future generations.

As a way to further understand the much larger context of cultural tourism it is useful to look at film festivals as another segment of the larger cultural market.

While there are a number of examples of innovative cultural tourism, recent efforts in Bangkok provide us with perspective on how a cultural attraction can also help to meet a development agenda.

Developing Cultural and Creative Resources of Bangkok

The SUPPORT Foundation under the royal patronage of Her Majesty the Queen of Thailand has initiated a project which is establishing a handicraft museum in the first and former parliament of Thailand, Anantasamakhorn Throne Hall. The museum opened its doors in 2008. One of the objectives of the handicraft museum is to add more opportunities for activities in Bangkok. Guided tours, plus the use of audio tours in various languages, enable visitors and residents to understand the history of the hall, as well as Her Majesty's efforts in reaching out to the poor and upgrading their skills in arts and handicrafts.

Bangkok also has a number of famous events such as the Water Festival or Songkran in April, the Royal Plowing Ceremony at the beginning of the rainy season, the Floating Festival or Loy Krathong during the full moon in November and celebration of their Majesties' birthdays which provide tourists with unique insights into Thai culture and ways of life.

This material is taken from a presentation by Dr Sasithara Pichaichannarong, Permanent Secretary, Ministry of Tourism and Sports, Government of Thailand at the UNWTO Asia-Pacific Conference on Metropolitan Tourism in Kobe Japan, June 2008.

Film Festivals

Packaging film festivals as a tourist product is an important new strategy. It appeals to affluent groups and reflects a new niche segment of the tourist trade. It uses film festivals as a central incentive to attract cultural tourists, consumers and film professionals, e.g. buyers, filmmakers and actors, drawn by the festival's theme or importance. Many studies show the contribution cultural tourism makes to the local economy but few focus specifically on the economic impact of film festival tourism. Public and private agencies embrace film festival tourism to facilitate new sources of income for local business and taxation. From a political perspective, support for the arts is non-controversial and bestows prestige.

The profile of U.S. cultural tourists – potential international film festival participants – is not surprising. There are, however, no similar empirical studies of tourists from other post-industrial societies. Based on data from the Canadian Tourism Commission, "festival tourism enthusiasts" comprised about four million adult Americans in 2000. Approximately 40 per cent took recent trips to Mexico, the Caribbean, Europe and other countries outside North America. (75 per cent completed these trips over the last two years.) Most festival tourists live in adult-only households and come from middle to high income groups, with above-average education.

This segment's consumption patterns are shaped by upscale education and income. Many visit local performing arts events, museums and historic sites. They have a preference for culinary activities and international dining – factors to be considered when 'cross marketing' film festival tourism. Marc Lhomer of the Sanoma Valley Film Festival says, "Our festival appeals to a range of people with interest in film, food and wine." One of every six American tourists includes culinary activities in his/her travels.

Film Festival Tourism has a solid middle and upscale consumer base likely to grow with the launch of more film festivals. The Canadian Tourism Commission estimates the international film festival

audience will increase by 40 per cent by 2020. Since there are no indications the structural characteristics of societies will change, the growth rates of film festival tourism will be greater than Canadian estimates, in part because the niche market of film festival tourism has not yet been commercialized.

Successful ventures into film festival metropolitan area tourism cannot be taken for granted. They may succeed if certain conditions are met. The festival has to deliver quality programming. Since film festival tourists tend to come from affluent well-educated backgrounds, with more refined cinematic tastes, the location of the festival must reinforce its attraction. Festival organizers need to develop a comprehensive travel package using private-public sector partnerships.

Film festival tourism is an attractive option for film festivals with a recognized programming profile if they are located in appealing venues and offer additional benefits, e.g. exposure to art, historical sites and culinary excitement. This new cultural tourism niche has not yet been exploited by professional travel agencies and has tremendous potential for development.

This summary is based on a presentation by Professor Claus Mueller of the Dept. of Sociology & Social Research, Hunter College, CUNY at the UNWTO Conference on Metropolitan Tourism in Busan 2007.

Creative Tourism

The roles of tourists as consumers and producers of creativity are brought together in the concept of 'creative tourism'. Many tourists now want to become involved in the creative life of the places they visit – not just passively observe the culture. Creative tourism can be developed through the provision of specific creative activities for tourists by allowing them to actively engage with places they visit.

Tourism officials and those responsible for creative endeavors must always look for opportunities to build unique tourism products around tangible and intangible characteristics illustrated in Figure 5.
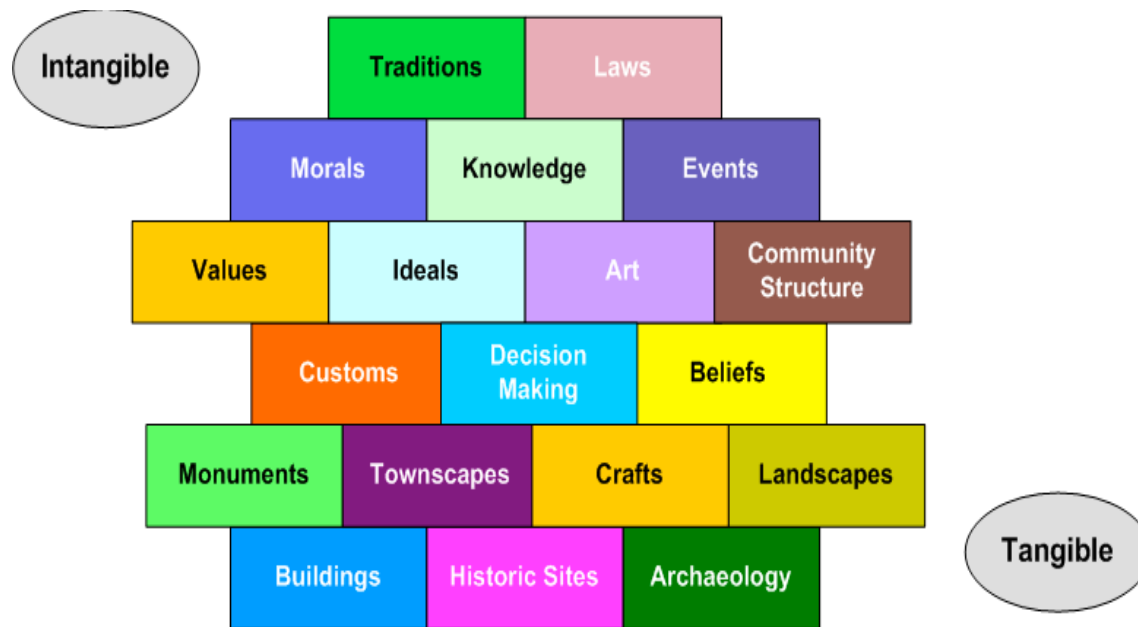
Figure 5: Tangible and Intangible Characteristics

Shanghai 1933 Development

A recognized way of doing this is by encouraging creative clusters which bring together designers, those in the performing arts, artistic and handicraft producers and helps them to market, distribute and promote creative output. There are at least two major benefits to this support: the tourism industry is able to provide authentic and unique products exclusive to that metropolitan area and the producers have a reliable income source to maintain and enhance artistic endeavors.

China, which was once known as the factory of the world is now re-branding itself as a producer of ideas. For example, a former industrial neighborhood in Shanghai is rapidly being converted into an enclave for the creative class, full of retail and office conversions. The latest district is Shanghai 1933, a complex located just north of the Bund in an up-and-coming neighborhood, which its developers are pitching as the answer to New York's meatpacking district. It now houses tenants like Apple, American apparel designers Miami, and hosts events like the Shanghai Creative Industries Week.

Seoul is seen as one of the leading examples of recognizing the potential of creative industries. As part of its support for creative industries, the city is building the Dongdaemun Design Plaza and Park which is described below.

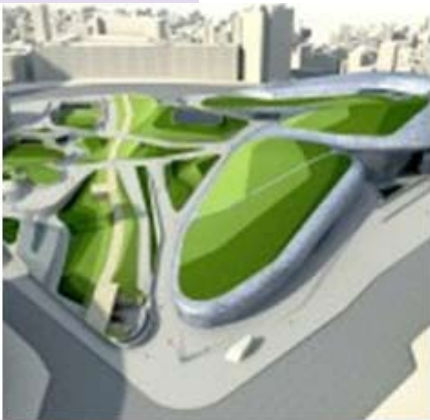
Dongdaemun Design Plaza and Park

Seoul's Dongdaemun Design Plaza and Park

Something revolutionary is going on in Dongdaemun. Once a dingy, albeit energetic area of antiquated facilities and rundown storefronts, the Dongdaemun neighborhood is getting a facelift. The Dongdaemun Design Plaza and Park, scheduled for completion in 2011, will bring cutting-edge architecture and urban design to this gray area of town, turning the district into a center for fashion and design-related industries.

Future-oriented design will harmonize with a restored past. Work is underway to rebuild Seoul's ancient walls and uncover Dongdaemun's buried history. It will be the representative facility of Culturenomics (Seoul's culture-centered development strategy).

The Dongdaemun Design Plaza and Park is being constructed on 65,232 square meters, much of it formerly occupied by the now-demolished Dongdaemun Stadium. Broadly speaking, it is divided into two sections (as the name would suggest), a park and a plaza. The plaza area, with three basement floors and four above ground floors will contain two multifunction convention centers, fashion design exhibition hall, design information center, education and convenience facilities, including a sky lounge with design museum.

The facilities are designed to host all kinds of international events, exhibitions, expos, design conferences, fashion shows and more. The design information center will be equipped with a library and other facilities to allow users to find and access design and culture-related materials and documents. The park will have 37,000 square meters of space, including rooftop green areas to provide Seoulites with plenty of urban leisure space. It will also contain galleries, event halls, cafes and outdoor performance venues. Visitors will be able to appreciate Korea's ancient past, thanks to the restoration of Seoul's fortress wall (parts were uncovered during work on the park) and other restored treasures discovered on the facility's grounds.

Seoul hopes Dongdaemun Design Plaza and Park will be a boon to the city's image. "It would not be an exaggeration to say we now live in the age of 'space marketing,' where a well-built building symbolizes a place and city, drawing people to that location," explains Han. "We hope when it's completed, Dongdaemun Design Plaza and Park will become a Seoul landmark that through design will bring many tourists to Seoul – something on a par with the Guggenheim Museum Bilbao, which transformed the declining industrial city of Bilbao, Spain, into a global tourism city that draws over a million tourists a year and has provided an economic effect of 1.3 trillion won over the last six years."

Heritage Districts as Tourism Products

Many metropolitan areas recognize that by creating urban heritage/creative districts which bring together a number of cultural and heritage resources can facilitate the product development process while providing the incentive and support for the preservation of important heritage resources. These districts which essentially package a number of individual creative or cultural attractions include the following dimensions:

◆ Groups of buildings that physically and spatially comprise an historic or architectural theme
◆ Groups of buildings, structures, objects and sites associated with particular ethnic, social or economic groups
◆ Groups of buildings and structures demonstrating industrial or technological developments
◆ Groups of buildings and structures representing historical, commercial, political and social development patterns
◆ Groups of sites, structures, and buildings containing archaeological data
◆ Cultural landscapes
◆ Historic designated landscapes whose form, layout or design – rather than events or people – are the primary reason for preserving and protecting
◆ Corridors and linear resources – green belts, scenic roads, trails, rivers and railway lines – that can be reached by car, foot, boat, horse or rail, and offer an opportunity to understand a living culture with a range of different spatial and geographical dimensions
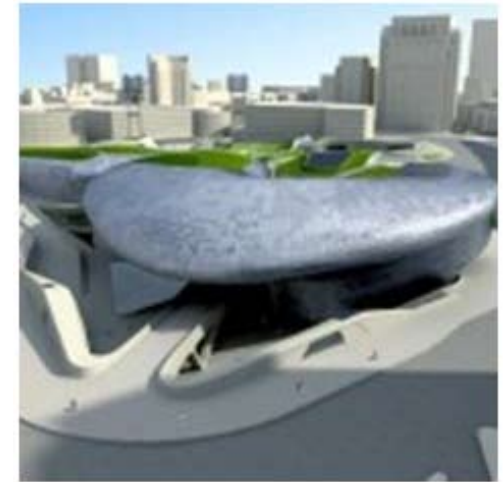
Singapore's Chinatown

Penang's Georgetown

These heritage areas contain a number of elements that must be understood and managed:

◆ Ethnic tangible and intangible features: ethnic, minority or religious groups, including settlement patterns, languages, lifestyles, values, housing types, work patterns, schooling

◆ Natural features: dominant landforms (e.g. bluffs, gorges, mountains), other landforms, topography, vegetation or water features (e.g. falls, pools, rapids, rivers, shorelines)

◆ Sequences: a sense of entry (e.g. gateways, visible approaches to dominant features or into districts), clarity of route, legibility of direction

◆ Details and surfaces: street furniture, floorscape (e.g. pavement material and pattern)

◆ Ambient qualities: climate, shadows, noise levels, smells, quality of light

◆ Intangibles: conversations, emotions, structure of society, values, ways of responding to change, the political decision-making structure, a sense of community

Financing

Financing is a major issue facing those responsible for managing metropolitan areas. Public budgets often do not cover the rising costs of basic services – increased waste disposal challenges due to tourism, low priority funding for management of historic sites and enforcement of building restrictions. Financial sustainability often involves a number of funding sources with a focus on earned income and measures containing operating and restoration costs. Resources for financing include

◆ Public sector grants and tax breaks

◆ Community initiatives and investment

◆ Self-help and self-build approaches

◆ Joint public/private ventures and partnerships where the public sector contributes land or other resources

◆ Financing from various organizations such as non-profits, trusts, foundations, revolving funds and community development corporations

◆ Build-operate-transfer arrangements

◆ The private sector

Achieving the right funding 'mix' by increasing efficiency, without compromising the metropolitan area's attractiveness, is a 'responsible issue' for many metropolitan areas. One possible option is to combine joint venture market economy and public sector interventions. This type of financing situation allows public authorities to retain ownership of resources such as facilities or historic buildings with the development or renovation responsibility transferred to private managers. But these transfers present challenges. Most commercial management is concerned primarily with the attraction or facility's ability to attract tourism, thereby creating revenue. This understandable objective revenue generation however, can compromise conservation concerns without the necessary guidelines and controls in place. This concern requires the public sector or various interest groups responsible for the attraction or facility are adept at developing management policies and contracts that respect the local community and environment, while providing a reasonable rate of return. In some circumstances, it may be inappropriate to contract the development or management of a particular site. However, supplementary commercial enterprises can be allowed such as photography, shops or restaurants. Revenue from these activities can be applied to ongoing development and protection of the site.

Park and site admission fees, hotel and entertainment taxes and fundraising events are commonly used ways of generating income. International organizations or foreign governments have funds available for specific restoration or preservation projects. However, these are often one-time only funds and cannot be depended on for the long-term. Capital funds may be available but obtaining operational financing can be difficult.

INTERPRETATION – TELLING THE METROPOLITAN STORY

The more connected and engaged visitors feel with a metropolitan area, the longer they are likely to stay and return for another visit. Visitors enjoy memorable experiences and unique, accessible communities and people. Longer stays and repeat visits generate substantial economic benefits for a community. Interpretation is a powerful way to create this kind of visitor engagement.

In the same way that translators interpret across languages, communities can interpret heritage and other dimensions in a meaningful way across different cultures. Interpretation – explaining a community's story

Interpretation is an educational activity which aims to reveal meanings & relationships through the use of original objects, by firsthand experience, & by illustrative media, rather than simply to communicate factual information.

Freeman Tilden
Father of Heritage Interpretation

in an engaging, vibrant manner – is a useful tool for metropolitan tourism management and conservation. It can be used to encourage respect and appropriate behavior from tourists and promote feelings of pride and awareness in a community.

An interpretive program also encourages tourists to value and appreciate local heritage in the same way community residents do. That bond can lead to a successful, healthy and sustainable tourism industry. Interpretation not only makes a tourist's visit richer, it also gives communities a tool to manage and control tourists in their area. By interpreting a community and providing reasons for clothing restrictions, for example, tourists will be less likely to offend residents and more likely to adhere to local customs. A complete interpretive plan can also help regulate tourism. For instance, tourists may not be 'welcome' at private places or ceremonies. Locals always have a right to decide which sites and activities should be open to the public. Tourists may be more sympathetic to these restrictions if the reasons why they are not allowed to participate are clearly explained.

What is Interpretation?

There are two ways to communicate ideas, history and values with visitors – factual style or interpretive format. The difference is how information, as opposed to what information, is presented. An interpretive style reveals a story or a deeper message; a factual style primarily presents facts.

Interpretation is not just a glossy brochure, appropriate signage or professionally-produced video. It is the art of telling a community's 'story'. This story is a collection of facts and experiences with an emotional and sensory significance. All five senses can be used to enhance the visitor's experience. For example, the audience may be asked to feel the cool marble of a temple floor, smell a distillery or market, or hear the cries of street vendors. Often we rely exclusively on the sense of sight when we visit a new location, even though we normally use all our senses to understand an environment.

Good interpretation inspires further exploration. Once the main tourist area has been discovered, a visitor may be directed to a self-guided tour to further explore a city. If there are town planning problems – such as a somewhat failed attempt to repair a traditional building because of a knowledge gap in old carpentry

techniques – they should be pointed out and not glossed over. Outlining these problems to visitors will encourage them to care about a city's issues and help improve the community.

If metropolitan areas are to be competitive, they need to consider using a series of interpretive techniques, including conventional and inexpensive ways of telling the story – brochures, maps, heritage trails, signage, re-enactments, festivals and events, tour guides, and audiovisual interpretation.

For many metropolitan areas, especially those with a complex history, interpretive centers can provide the content of a museum, the entertainment of a themed attraction, and the services of a tourism information center. Increasingly, cities look to an interpretive center as an effective way to present this information and tell the community's story. These centers can also encourage the visitor to further explore the community and meet their diverse information needs.

The Museum of Macau and The Hong Kong Museum of History are excellent examples of urban interpretation products in Asia.

The Montreal History Centre

The Museum of Macau

This leading-edge facility presents the visitor with a well-designed environment that provides an opportunity for interpretation of the history of Macau. Plans for the Museum of Macau started in April 1995. Construction was initiated in September 1996 and it was inaugurated on April 18, 1998. Its total area is 2,800 square meters, around 2,100 square meters of which is devoted to exhibition space.

The thematic areas of the museum are divided into three main groups corresponding to each of the three floors of the museum building.

Example of an Exhibit at the Musuem of Macau

Genesis of Macau Region: The visitor is introduced to the territory's origins from the prehistoric age until the middle of the XVII century, the golden age of Macau as an important Asian and European commercial port.Popular Arts and Traditions in Macau: This tackles themes which focus on ethnographic and anthropological areas, outlining the colorful socio-cultural characteristics of traditional Macau. Rites and festivals, daily traditions, commercial activities and typical industries are interpreted.

Contemporary Macau: The third theme presents the more representative aspects of contemporary Macau. It is a story of Macau from the beginning of the century – still fresh in the memory of the third-generation population – up to the contemporary city.

The Hong Kong Museum of History

The Hong Kong Museum of History was established in July 1975 when the City Museum and Art Gallery was split into the Hong Kong Museum of History and Hong Kong Museum of Art. Some of the Museum's collections date back to the City Museum and Art Gallery founded at the City Hall in 1962. In 1983, the Museum was moved to temporary accommodations in Kowloon Park, and in 1998 to its current premises on Chatham Road South, Tsim Sha Tsui.

The permanent home of the Hong Kong Museum of History, with a gross floor area of 17,500 square meters, is housed in a new facility built at a cost of HK$390m – funded by the Hong Kong SAR Government. The comprehensive state-of-the-art museum and neighboring Science Museum form an attractive museum complex.

Apart from the main museum at Chatham Road South, the Hong Kong Museum of History runs five branch museums – Hong Kong Museum of Coastal Defense at Shau Kei Wan, Lei Cheng Uk Han Tomb Museum at Sham Shui Po, Law Uk Folk Museum at Chai Wan, Fireboat Alexander Grantham Exhibition Gallery inside the Quarry Bay Park, and Dr Sun Yat-sen Museum at Mid-levels in Central.

The Hong Kong Story permanent exhibition occupies an area of 7,000 square meters with eight galleries on two floors. It contains a display of over 4,000 exhibits, 750 graphic panels, a number of dioramas and multi-media programs, and enhanced audio-visual and lighting effects. The Hong Kong Story vividly outlines the natural environment, folk culture and historical development of Hong Kong. The entertaining, educational exhibition begins with the Devonian period 400 million years ago and concludes with the reunification of Hong Kong with China in 1997. A visitor can enjoy The Hong Kong Story in about two hours. However, if he/she wants to enjoy the 53 multimedia programs featured in The Hong Kong Story, including theatre shows and interactive booths, it can take three to four hours.

The Hong Kong Musuem of History

The Use of Computer Visualization in Metropolitan Interpretation

Computer visualization technology can be used to enhance the visitor's experience. It uses animation and virtual environments to provide the cultural context and background of an historic site. Because much of this content can be viewed over the Internet, there is real potential for creating virtual tours complete with guides. Providing tourists with the ability to preview and plan a cultural tour can help local communities remain viable in an extremely competitive industry. (An example of this type of interpretation can be found at http://www.phimai.ca/.)

MARKETING

This section is not intended to be a primer on marketing but rather presents a series of suggestions to be considered when developing a metropolitan area's marketing approaches.

If one accepts that the overall metropolitan area management process must be developed within clear market realities it is important for metropolitan areas to understand visitors' motivations and expectations in order to maintain the metropolitan area's viability. Metropolitan area managers need to develop a good understanding of market research and promotion techniques and knowledge management. They must maintain a timely database of tourism trends and the ability of their site to meet visitor expectations.

There are many marketing challenges facing metropolitan areas:

◆ Given the rate of change in Asia and the number of crises affecting many countries it is vital that metropolitan area marketers have access to up-to-date information and are nimble enough to respond to new challenges brought about by these crises.

◆ Attractions change over time and the level of attractiveness of any site is affected by two major factors – popularity is as much a function of market forces as physical factors.

◆ Influences such as international monetary exchange rates, fashion, personal interests, public policy and competition can quickly change market segment interest in attractions.

◆ Metropolitan centers will have to deal with an increasing range of tourist motivation.

◆ As noted earlier, products offered to tourists have to offer quality and variety (increasingly seen as basic aspects of any large city) but also need to develop distinctiveness.

Branding

The place marketing landscape is becoming increasingly dominated by city brands. New images are difficult to create and they work only if they can be anchored in the core values or identity of the city. This is difficult for metropolitan centers since they have a range of dimensions to promote to a variety of diverse target audiences. In addition, the brand messages need to be flexible and relatively generic in nature. The Anholt City Brands Index shows that Asian cities are not currently exploiting their brand value effectively. Asian cities score poorly on the Global City Brands Index. The brand image is created by combining six dimensions:

◆ Exports – Determines the public's image of products and services from each country and the extent to which consumers proactively seek or avoid products from each country-of-origin.

◆ Governance – Measures public opinion regarding the level of national government competency and fairness and describes individuals' beliefs about each country's government, as well as its perceived commitment to global issues such as democracy, justice, poverty and the environment.

◆ Culture and Heritage – Reveals global perceptions of each nation's heritage and appreciation for its contemporary culture, including film, music, art, sport and literature.

◆ People – Measures the population's reputation for competence, education, openness and friendliness and other qualities, as well as perceived levels of potential hostility and discrimination.

◆ Tourism – Captures the level of interest in visiting a country and the draw of natural and man-made tourist attractions.

◆ Investment and Immigration – Determines the power to attract people to live, work or study in each country and reveals how people perceive a country's economic and social situation.

However, given this record there are some excellent brand examples in Asia: 'Hong Kong: Asia World City', 'Uniquely Singapore: Discover a World of Unique Contrasts' and "Brand New Osaka".

Frank Haas, former Vice President of Marketing for the Hawaii Tourism Authority and a leader in marketing and branding in presentations, discussed in Bangkok and Singapore the reality of the fact that hotels, airlines, and resorts will market themselves – no matter what the metropolitan area does. If the overall metropolitan area cannot agree on a message then its image may be fragmented. It is vital that all stakeholders agree to work together in presenting the metropolitan area in a unified and positive way. Figure 6 demonstrates that there can be different messages from the overall metropolitan area as well as from the industry and the branding exercise must also take into consideration the perceptions of the media and also visitors.
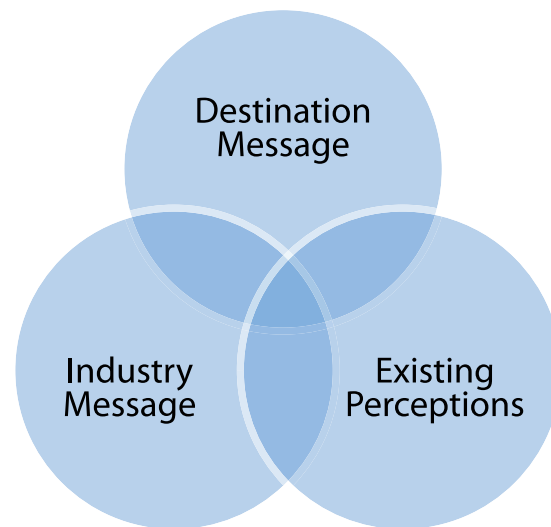

Figure 6: Different Stakeholder Messages and Perceptions

Branding is critical to choose the right kind of visitors, thereby allowing metropolitan areas to concentrate on selective target markets with relevant messaging. No metropolitan area should try to offer something for everyone. Marketers are faced with making a series of decisions including deciding on:

◆ Geographic targets
◆ Psychographic targets
◆ Vertical markets
◆ Growth projections
◆ Appropriate messaging

In his presentation Mr Haas made the following observations about branding:

◆ Branding makes a metropolitan area distinct and provides a productive environment for industry marketing
◆ Be unique and relevant
◆ Dare to be different
◆ Evaluate everything from the customer point of view
◆ Use research to know your customers
◆ Keep your eye on the customer experience – are they getting what you promised?
◆ Keep your eye on trends – connect the dots – look on (and over) the horizon
◆ Be brutally honest in evaluating your performance

One of the common traits for city brands is the link between past, present and future. In Seoul for instance, the Hi Seoul Festival aims to 'Unite Its Traditions with Its Future'. By establishing roots in the past, cities try and establish a cultural identity. By reaching out to the future, they underline their dynamism and creativity. Brand New Osaka covers a range of activities related to the past and future of the city, including robotics, gastronomy and festivals.

The "Uniquely Singapore" program helps us to understand the complexity of developing a brand and the campaign around it. The Singapore campaign is especially interesting given the innovation surrounding

the development of the new brand. It should be noted that the campaign is directed not only at tourists but at the residents of Singapore with the express purpose of making residents part of the tourism experience. Please find below a description of the thought process behind the brand.

Branding Singapore

After a successful seven-year run of the New Asia – Singapore brand, the STB launched Singapore's new destination brand, Uniquely Singapore on 9 March 2004. It was a timely move to update the brand and update perceptions of contemporary Singapore. The new brand highlighted Singapore's unique blend of the best from the modern world and rich cultures and how visitors could be enriched by experiencing the city's diverse offerings. Drawing on Singapore's reputation for efficiency and quality, the brand also aimed to capture Singapore's unique selling propositions and strengthen its competitive edge.

The new brand had to be compelling and bold to allow Singapore to differentiate itself from other destinations; credible based on the tangible intrinsic features of Singapore; inspiring for the STB, industry partners and Singaporeans; and overarching to align the Board's and the tourism industry's core messages into one voice.

The process of developing a brand goes deeper than building a name around the tangible attributes of a destination. To be holistic in approach, this required a thorough appraisal of the Board and the tourism industry's existing business strategies, product offerings and service delivery, as well as the perceptions of Singaporeans.

The process of re-branding Destination Singapore started as early as July 2003. Developed with international brand consultant FutureBrand, more than 400 stakeholders from key markets and local partners were engaged to explore suitable positioning opportunities via focus groups and workshops. After eight months of consultations and validations, the Uniquely Singapore brand was finally unveiled in March 2004. The new brand Uniquely Singapore is versatile and can be easily applied by industry partners or adapted for marketing efforts spearheaded by the STB.

However, the Uniquely Singapore branding campaign went beyond promoting Singapore to the world. It was also about making Singaporeans conscious of the various simple, yet distinctive elements of their daily lives that can constitute enriching and interesting experiences for visitors. With this, Singaporeans can then become natural tourism ambassadors for their visiting friends and relatives for Destination Singapore.

The Uniquely Singapore strategy was built around the concept that there are many existing products that make Singapore unique. These include the iconic Merlion, the world's first Night Safari, the historical Raffles Hotel and celebrity orchids, as well as world-class local brands like Singapore Airlines, Tiger Beer and Tiger Balm. Over the years, Singapore has also carved a niche of unique Singapore events including the annual festival light-ups, Chingay, Great Singapore Sale and Singapore Food Festival. The STB also recognized that it must continually develop innovative products to keep Singapore compelling and refreshing for visitors. To this end, the Board, together with industry partners, developed several new products that were launched at the end of 2003/2004.

This material was obtained from the Singapore Tourism Board website.

Marketing for Responsibility

While traditional marketing places heavy emphasis on the potential customer's needs and desires, responsible tourism marketing starts with considering a community's values, goals and needs. Preserving the integrity of the natural and cultural resource base is the foundation of such an approach. Attention must be given to ensuring the metropolitan area's tourism industry is competitive and economically responsible and the community will continue to support tourism and the changes it brings.

For the most part, mass tourism is incompatible with a responsible tourism marketing strategy. We can define "mass tourism" as large-scale and oriented to the widest range of customers. Many metropolitan areas are quite successful in pursuing mass tourism. However, the cost is high and negative impacts can easily outweigh benefits, at least from the residents' perspectives. Once things are in motion, it is difficult or impossible to reverse the process of mass tourism development. It results in external control; often local businesses and residents are pushed aside.

Managing Metropolitan Tourism

An alternative strategy is niche marketing or the pursuit of market segments to meet the community's responsible tourism goals. Most people are attracted to a popular beach resort with its universal appeal of sun, sea and sand. Not everyone is interested in local cultural traditions, historic buildings, museums, zoos or other attractions. The more focused the marketing efforts, the more control over the process.

At times, it is argued the tourism industry needs constant growth and a great deal of promotion to sustain profits and jobs. This is not the case. Mass marketing creates its own problems, a 'boom and bust' cycle, when high or low levels of demand lead to oversupply, low-use levels and inefficient operations. From the point of view of metropolitan areas and especially residents, it is far better to concentrate on a single or a few prime segments and avoid the pitfalls of mass marketing. Less development and servicing are required if year-round occupancy/use can be assured compared to building new infrastructure to cater to growing peak-season demand.

A responsible approach to tourism marketing still requires good market research, detailed segmentation to source the best target markets, attention to customer needs and preferences, and the delivery of high-quality products and services. The difference between a responsible and standard approach is that responsible marketing favors the community and its environment. In these circumstances, industry and the community must be in a compatible partnership to agree on goals and process.

Responsible tourism marketing involves the same process and elements used by all businesses and metropolitan areas, but its orientation is quite different. Responsible tourism marketing stresses:
◆ Meeting the needs and goals of the community
◆ Matching locally supported 'products' to appropriate segments
◆ Attracting high-yield and high-quality visitors, not just large numbers of visitors
◆ Cultivating the right image to convey environmentally and culturally sensitive messages – employing unique selling propositions
◆ Communicating effectively with and educating all visitors
◆ Employing environmental and cultural interpretation
◆ Managing the visitor and encouraging the adoption of codes of conduct
◆ Achieving efficiency by avoiding high peaks of demand and overuse

◆ Offering high-quality attractions and services
◆ Researching appropriate segments, communication effectiveness and resultant impacts
◆ Building repeat trade

Market Research

Market research has a number of important aims:
◆ Understanding what existing and potential visitors want in terms of benefits, experiences, products and services
◆ Identifying appropriate target market segments
◆ Matching products to potential market segments
◆ Knowing what the competition is doing
◆ Understanding the relative importance of all elements in the marketing mix (e.g. how important is price?)

In marketing, the key is to focus on what potential customers want, need and will demand. For example, if a metropolitan area wants to develop cultural tourism, two questions must be addressed: 1. Who will purchase cultural tours? 2. Will demand be sufficient to justify investment?

Market potential can be evaluated in several ways. Basic research on tourism trends is the starting point. Usually government agencies, industry associations and educational institutions can provide this data. It is more difficult, however, to obtain demand-related information specific to certain areas, communities or businesses. In these cases, original market research is necessary.

It is not enough to know if demand for a product or experience exists. Research and a feasibility study must show the proposed development can capture an adequate share of the market. Many good ideas fail because of the mistaken assumption that demand follows supply.

Segmentation and selection of target markets are crucial parts of this process because demand will come from specific segments of the global marketplace. Responsible tourism marketing is the opposite of mass marketing. Extra care must be taken to identify and attract appropriate market segments.

Development of a Marketing Strategy

A summary of the research and analysis should be included in the actual marketing plan. Goals and objectives should be clearly stated, strategies articulated and an action plan and budget outlined. A marketing plan is usually revised annually in light of ongoing research and evaluation of its effectiveness. It should incorporate a multi-year strategy for each element of the marketing mix as few strategies can be completely implemented in one year.

Here is an outline of a typical marketing plan for a metropolitan area marketing organization:
- ◆ Vision and goals for the metropolitan area
- ◆ General marketing goals
- ◆ Situation analysis and market research
- ◆ Resource and supply appraisal
- ◆ Market potential
- ◆ Strategies, goals and objectives
- ◆ Action plan and budget
- ◆ Evaluation of key performance criteria

Monitoring, Evaluation and Revisions

Every marketing planning process requires constant monitoring of results and a search for improvements. Monitoring usually involves specific research efforts and establishing indicators using these research instruments:
- ◆ Tracking studies to determine the effectiveness and efficiency of marketing, awareness levels, attitudes, travel patterns and satisfaction levels of visitors
- ◆ Impact assessment measuring concrete and qualitative results from marketing efforts, in particular, and tourism, in general, including economic, social, cultural and environmental effects
- ◆ Measuring costs and benefits often using statistical analysis

Development of a Promotion Strategy

Image-making is an essential part of responsible tourism marketing. The responsible metropolitan area wants to 'advertise' its product with attractive symbols and messages. However, the words 'green', 'eco-tourism' and 'environmentally friendly' have often been overused and abused; clichés must be avoided. The best approach stresses authenticity, uniqueness and sound visitor management practices. The focus should be on image-making for specific targets.

From a sustainability point of view, a number of factors must be considered:

◆ Promotion must be targeted and fully informative; otherwise, false expectations are created.

◆ Quality products are marketed differently from mass tourism products (e.g. value is more important than price).

◆ Information and interpretation are important elements in the travel experience.

Metropolitan areas need to employ a wide range of techniques to promote their destinations. Macau has taken an innovative approach to marketing Macau as can be seen in the description below.

Marketing Macau

Macau's tourism industry is in a new phase of growth and the Macau Government Tourism Office (MGTO) has identified that diversification is the key to a healthy, year-round tourism product. The continuing success of the promotional theme "Experience Macau" under the slogan "A World of Difference, the Difference is Macau" is supported by MGTO representatives globally, and is vital as a tool in reaching source markets and strengthening regional and international tourism cooperation. "Experience Macau" has headlined promotional activities in major tourism fairs, road shows, advertising, publications and themed tourism routes worldwide. It is important that emerging destinations understand that their competitors have the resources to present their case on a worldwide basis. How to compete in this environment will always be a challenge.

It is interesting to note that Macau has identified 10 differing market segments: luxury, family, heritage, honeymooners or couples, retirees, photographers, religious interests, university students, historical scholars and sports lovers which represent the great diversity of Macau's overall tourism product. This is an excellent example of identifying tourism segments that fit a destination's product.

The MGTO has recognized the need for Macau to continue to develop more flight routes which are essential to the diversification of source markets. MGTO is working with airlines to develop new and potential international markets such as Indonesia, Vietnam, Russia and the Middle East. The MGTO has also acknowledged the role of independent travelers in Macau's tourism industry and the importance of meeting their specific needs through tailor made services and the availability of up-to-date information.

Along with Macau's unique "Historical Center", the Macau SAR Government is striving to develop business tourism and the MICE industry. The Macau Business Tourism Center established in April continues to facilitate corporate tourism through supporting activities and training exercises. The 'Experience Macau' brand will appear across the network of Air Macau aircraft in line with MGTO's strategy to promote tourism in a multiple of directions.

The Macau approach provides us with an excellent example of how a destination with a significant position of advantage has adopted a comprehensive approach to continue to promote its tourism product.

The material for this discussion was obtained from the MGTO website.

In addition to promoting the overall destination, Metropolitan areas need to think carefully about how major assets can be branded and positioned within the global tourism market. The case of the Kuala Lumpur Convention Center helps to illustrate how a particular element can be positioned.

Kuala Lumpur Convention Center

Combining Malaysian talent and an international edge, the quality of the Kuala Lumpur Convention Center (the Center) has been recognized internationally with a series of awards.

Peter Brokenshire, General Manager, Kuala Lumpur Convention Center has said the Center's achievement is a true Malaysian success story and explains that success in this way:

"Prior to the Center's opening in 2005, we essentially started from a zero base in the meetings and exhibitions industry, needing to create awareness of the country, Malaysia, the city, Kuala Lumpur and in turn, the Kuala Lumpur Convention Center. When approaching regional and international markets, we had to explain our unique selling points, such as a value-for-money destination boasting a friendly multi-cultural society, stable political and economic environment, attractive pre- and post-conference tours, first-world infrastructure, technologically-advanced facilities and professional quality service.

"We also had to quickly build-up a bank of comprehensive information on our unique product including marketing material and collateral as the lead time for many of the markets sometimes required up to 10 years and bids being made for events as far ahead as 2016."

Continuing, Mr. Brokenshire said the key difference for the Kuala Lumpur Convention Center was, and remains its "Team Malaysia" partnership with Tourism Malaysia, Malaysia Airlines (MAS) and Kuala Lumpur City Hall (DBKL). "Attending trade shows under the 'Team Malaysia' umbrella presented a bigger Malaysian brand and indicated ready support from the government and local experts in the field."

This example demonstrates the power and importance of partnerships in achieving success. While the object is to promote one of the attributes of the overall destination it is done within a comprehensive partnership environment. He also has important resource advantages when various groups come together to promote a destination and attraction.

Summary

Developing the right products and experiences in an increasingly competitive industry and packaging them in such a way as to meet market demands, creating an attractive brand and managing the market research process are all essential parts of metropolitan tourism management. This is clearly a cooperative and collaborative process of bringing together both public as well as private sector stakeholders and ensuring that they agree on the message that the metropolitan area wishes to send to its customers. Given quickly changing market conditions, as well as geopolitical and natural disasters, the successful metropolitan area will have an ongoing market research process and be nimble enough to respond to changes in external and internal forces on the metropolitan area. Within a context of sustainability and responsibility for underdevelopment, marketing must also be done in such a way as to respect the local residents and their culture and values.
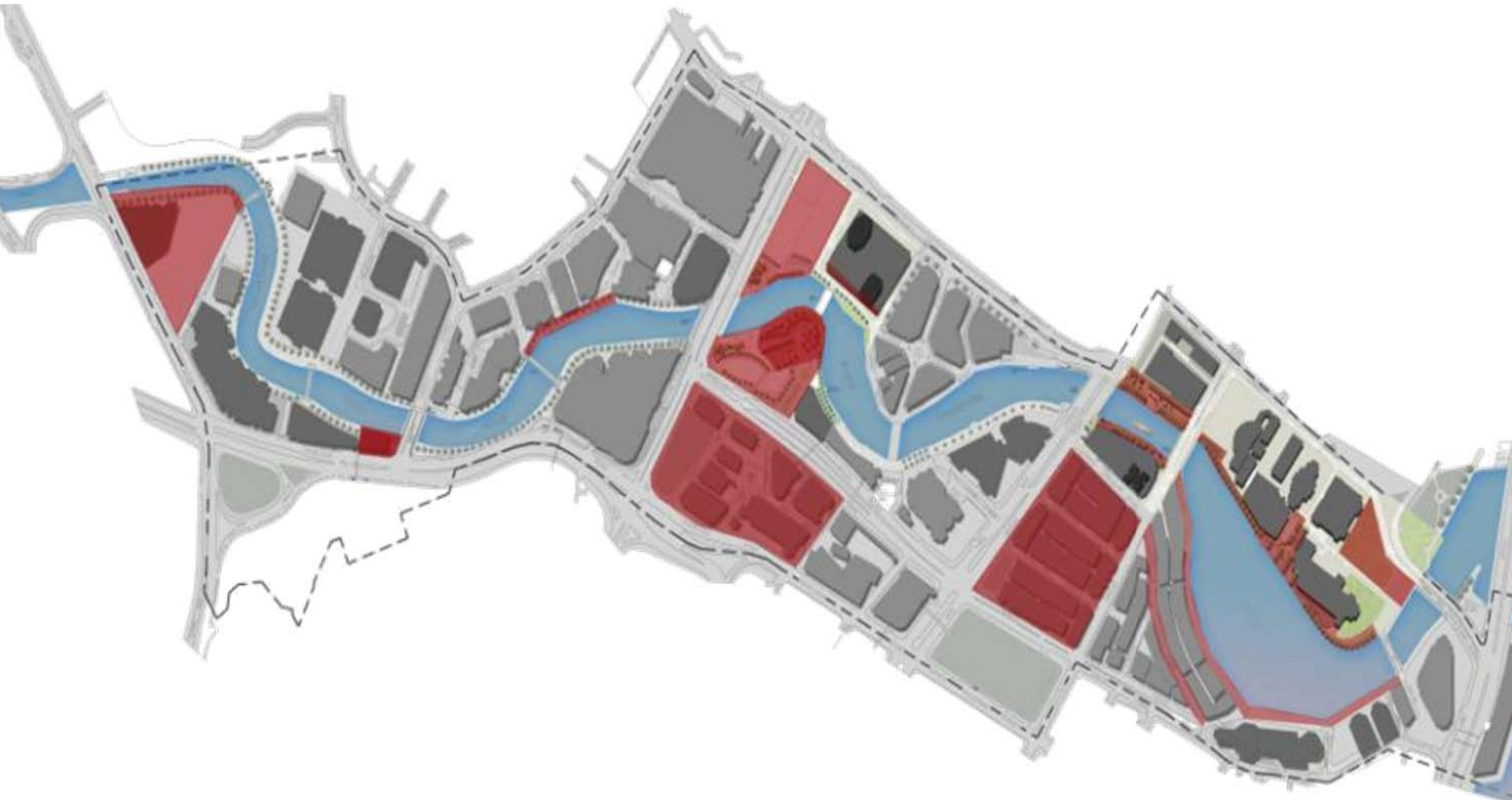
**5.METROPOLITAM DEVELOPMENT
AND MARKETING TOURISM PRODUCT**

Introduction

The intricacy of the tourism system is demonstrated by the many individuals and groups which can affect a metropolitan area's future. This complexity makes the process of metropolitan tourism planning challenging. Clearly some form of cooperative and proactive direction is required to guide planning and development. This section will identify actions required for developing and implementing effective responsible tourism strategies. The character of the process can be described as dynamic, participative and adaptable to the needs and concerns of the metropolitan area's many stakeholders. The metropolitan tourism planning process has a number of dimensions, as illustrated in Figure 7, and which will be discussed in this section.

Land Use Planning	Environmental Planning
Transportation Planning	Impact Assessment
Carrying Capacities	Policy Development
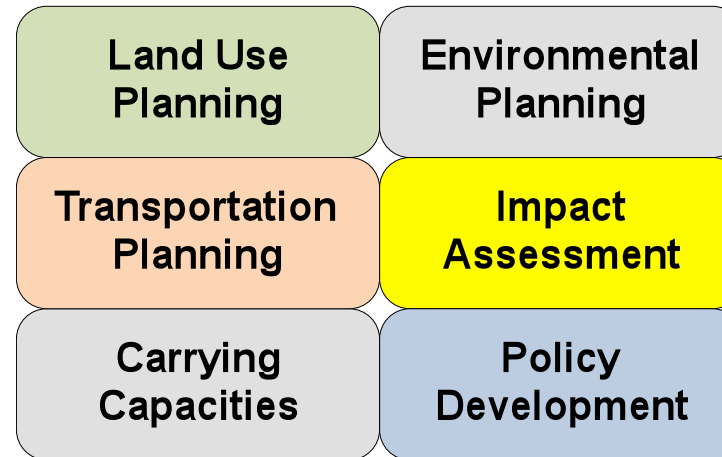
Figure 7: Dimensions of Metropolitan Tourism Planning

There is no formula for the amount of planning a particular situation needs. Clearly each societal context will determine what is appropriate. Similarly, although responsible tourism calls for a high level of local involvement in planning and developing tourism, the amount and quality of stakeholder participation will vary depending on cultural and political factors in the metropolitan area.

A strategic planning approach is essential for responsible tourism, whereby the disparate planning and development activities related to tourism are linked to an overall, broad strategic tourism plan to provide an integrated framework for directing tourism. Strategic planning seeks an optimal fit between the system and its environment and should possess the following characteristics:

◆ A long-term perspective
◆ The development of a vision supported by all the stakeholders
◆ Stated goals and specific actions and resources necessary to achieve those goals
◆ Given world events and market changes it should be dynamic, flexible and adaptable
◆ Reflect a close co-ordination between local and regional legislative and political structures
◆ Support by an informed, educated and aware community
◆ Innovative and inclusive organizational structure for joint planning
◆ Application of principles of responsible tourism development to ensure the long-term sustainability of the ecology, local economy and the socio-cultural values of the community, and distribution of benefits equitably among stakeholders

There are many approaches to planning, from none at all to a centralized, top-down method. Despite this variety, good planning generally contains the following elements and action steps:

◆ Defining a vision and mission statement
◆ Implementing a situational analysis
◆ Developing strategic goals
◆ Evaluating strategic alternatives to achieve these goals
◆ Implementing strategies including measurable objectives and detailed action plans
◆ Monitoring and evaluating strategies and action plans
◆ Adjusting strategic and operational plans based on information and feedback from evaluation and constant scanning of the external environment

It is useful to look at tourism planning in the city of Kobe. The devastating earthquake in Kobe is discussed later in this publication.

Tourism Planning in Kobe

Now that 13 years have passed since the Great Hanshin-Awaji Earthquake, the City of Kobe is focusing on a major urban development strategy of creating an "Attractive city of tourism and exchange, where people come together and interact with one another." This strategy has been implemented by successive governments. In February 2004, the "Kobe Tourism Action Plan" was drawn up, and in June of 2005 the "Promotion Plan for the City of Tourism and Exchange" was formulated as part of the city's mid-term plan, "Kobe: Vision for 2010." The plan has a central objective to promote tourism in the city.

Following the earthquake, many of the breweries and historic tourism resources were restored, with many modern buildings erected. However, concern has been expressed in the city and in Japan that with the ambitious recovery efforts Kobe may have lost some of its uniqueness.

With the enactment of the Basic Law for Tourism Development in January 2007 many Japanese cities are working to develop more tourism products. In response to this move by the government, most cities are working to develop new products thereby increasing the competition between cities.

The graying of the society has brought about the need for different types of tourism products and experiences. Kobe has discovered that the older population is developing an interest in spending their time with a sense of abundance and peace which calls for experiences based on relaxation sessions, healing, recreation, and the enjoyment of culture and art.

There are many other challenges facing the city and it is recognized that first and foremost is the need to protect, celebrate and enhance the assets and strengths that the city now possesses. These include the tourism resources unique to the area such as lush greenery, natural beauty, favorable climate and the character of its citizens. The city intends to optimize these assets to promote a style of tourism that sets it apart as a truly unique metropolitan tourism experience. It is examining the potential of promoting "stay-over tourism" by intensifying and upgrading Kobe's tourism resources in order that tourists can choose from a variety of programs that meet their needs, including health and wellness, healing, hands-on

experiences, and learning. The city has recognized the potential of the China market and will be working to attract this important segment.

The city has recognized that the all-important "spirit of hospitality" and the "spirit of welcome" continue to be promoted through the "Welcome to KOBE Hospitality Strategy for Tourism" that seeks to cultivate a sense of love and devotion for their community among the citizens of Kobe, and a culture of warm hospitality for tourists.

Based on a number of possibilities the City's plans for urban development include three basic strategies in the "Kobe Tourism Action Plan": developing Kobe as a "A stylish city", using its rich tourism resources to create "an urban resort" and strengthening its ability to communicate with a wide range of stakeholders.

Through these efforts Kobe is working to achieve the goal of 30 million tourists in 2010. The city has recognized that all stakeholders must work together to achieve this. Through a stronger collaboration of private citizens, academia, industry, and government, the city hopes to harness the knowledge and wisdom of its people and organizations to create a robust program of tourism and attractions, and to shape a "City of Tourism and Exchange" where new value can be brought to life.

This section was prepared using material from the presentation by Shinichi Omori, Director General, International Affairs, Culture and Tourism Bureau, City of Kobe at the UNWTO Asia-Pacific Conference on Metropolitan Tourism held in Kobe in 2008.

Metropolitan Area Analysis

Once a metropolitan area has decided it is ready for tourism, it is important to conduct a metropolitan area analysis to assess the community's infrastructure and tourism resources. Carrying out this task in a comprehensive manner can benefit everyone. The objectives of the process are to:
◆ Determine what the metropolitan area possesses in terms of tourism attractions
◆ Determine the location of tourism resources, infrastructure and attractions
◆ Assess the tourism qualities of resources and attractions
◆ Determine what stage of readiness for tourism the attractions and resources are in
◆ Develop some initial priorities
◆ Outline an action plan

Policy Development

To plan for responsible guidelines, a metropolitan area needs a policy that reflects all the stakeholders' concerns and objectives. Developing this policy can be a long, complex process due to different and often competing interests of diverse groups which make up the stakeholders in any metropolitan area. Even if it is not a binding document, a metropolitan area-based policy can be used by constituents to demonstrate and confirm the desires and goals of all stakeholders.

Consideration of a metropolitan tourism policy as a relevant implementation tool requires support of local government, stakeholders and businesses. It also needs to fit well with regional, national and global tourism policies. There is potential for conflict in some metropolitan areas. Metropolitan areas must determine what can be done locally and what requires regional and national government assistance. Depending on political and economic considerations, there may be a need for new political and legislative structures to establish responsible tourism development frameworks.

Public Participation

Managing tourism in a responsible way requires that everyone affected by tourism is informed and involved in it, both in the planning process and implementation of policies and action plans.

Local people can be involved in tourism to varying degrees, ranging from information gathering to direct decision-making, ownership, and employment in planning, project development and service delivery. In the context of responsible tourism development, a clear distinction must be made between consultation and participation. While community consultation is highly recommended, it is not synonymous with participation. Responsible tourism development requires participation that allows people the right to order and influence their world. To accomplish this, opportunities need to be created to enable community members to participate as fully as possible in directing the development of their community.

Local residents can get involved directly in the tourism planning process (via committees, workshops) and indirectly through public meetings, surveys, etc. Direct participation in tourism-related projects is also highly recommended since this creates a sense of ownership in the outcome of the process. Participation may also allow the benefits

of tourism to be distributed more widely among community members, both directly and indirectly. More direct local involvement in decision-making, for example, may enable residents to request a specific portion of tax benefits from tourism to be allocated toward community development and the protection of the tourism resource base.

Determination of Carrying Capacity

In its simplest form, carrying capacity measures the responsible level of metropolitan area use. In fact, carrying capacity is a complex concept, particularly when a range of products and services must come from the same environment (as in the case of tourism). Yet the question remains similar: how many tourists/visitors can be accommodated in a metropolitan area and within specific portions of it without threatening the long-term sustainability of a specific site and metropolitan area?

However, when dealing with real situations, the following factors have to be considered:

◆ Tourism depends on attributes of the environment: its aesthetic qualities, maintenance of its social systems, and its ability to support active uses. Each attribute has its own response to different levels of use.

◆ The impact of human activity on a system may be gradual and may affect different parts of the system at different rates. Some environmental functions may be highly sensitive to human impact, while others degrade gradually in response to different levels of use.

◆ Every environment serves multiple purposes, and its sensitivity to different levels of use depends on the values of all users. Different types of uses have different impacts. Tourism managers need some form of measurement to reduce the risk that they will unknowingly step over biological or cultural thresholds that degrade the product, cause other adverse effects, or discourage customers.

There are a number of ways to measure carrying capacity, including:

◆ Tangible resource limits. Limits are grouped into three classes: obstacles that can be overcome, obstacles that cannot reasonably be overcome because of current or anticipated financial and technological inputs and resources that could be destroyed or fully consumed unless effective controls are applied.

◆ Tolerance by the host population. Outright hostility toward visitors can ruin visitors' experience and discourage new tourists.

◆ Visitor satisfaction. If visitors have negative experiences and attitudes, it can restrict the growth of tourism or cause a decline in the popularity of a metropolitan area. One approach is to monitor the approval rating of departing visitors and, at the same time, assess perceptions and preferences in target populations of potential visitors. This marketing approach can reveal perceptual obstacles and tangible problems that lead to dissatisfaction, but which can be removed by promoting the metropolitan area.

◆ Rates of growth or change. Understanding the impact of rate of growth is important in measuring the carrying capacity of a site.

◆ Indicators. Understanding these measures is essential to determining whether a resource is beyond its carrying capacity, such as how well a site is absorbing visitor flows.

The success of a tourism planning effort greatly depends on the ability of a metropolitan area to monitor the implementation of action plans, the achievement of its objectives, and the setting and monitoring of critical indicators and carrying capacity thresholds related to the resources being used. Carrying capacity in this context refers to the level or threshold of use or impact a resource can handle without seriously affecting the health or survival of that resource. Indicators and thresholds need to be established which provide decision-makers with information enabling them to evaluate and make timely decisions on changes caused by tourism.

A good example of an integrated tourism approach can be found in the City of Melbourne Tourism Plan 2007–2012 : Managing Melbourne as a Tourism Destination. It is built around a number of themes including:

◆ Boosting collaboration and partnerships
◆ Improving research and planning
◆ Advancing sustainable tourism
◆ Creating one Melbourne
◆ Increasing Melbourne's profile
◆ Building industry capacity
◆ Becoming a gateway to southern Australia.
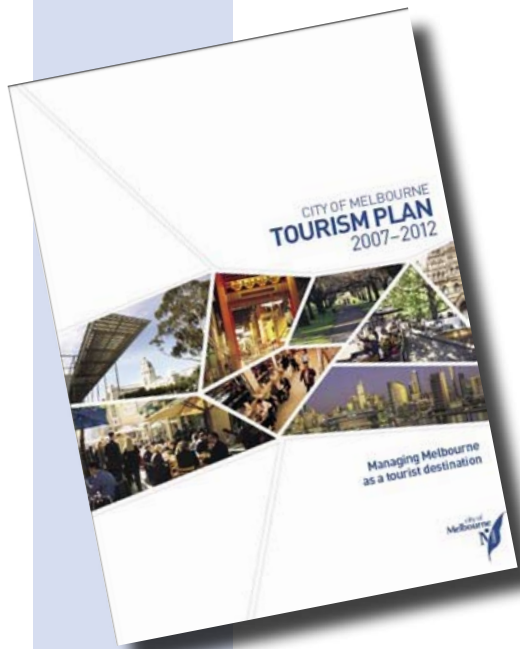
Urban Design and Land-Use Planning

While physical planning and design do not typically come under the responsibility of a metropolitan area management organization, one of the roles of such organizations is to strategically participate in the process of determining the nature of the three-dimensional environment. Very often an important component of the quality of life of the metropolitan area and its appeal to tourists is a result of innovative physical and land-use planning.

In order to achieve high levels of design metropolitan areas might consider an initiative of New York Mayor Michael Bloomberg's administration, which has renamed the old Arts Commission formed in 1898 as the Design Commission. The commission has a wide number of activities from approving works of art and architecture to plans for the public domain, helping to turn seven blocks of Broadway into a pedestrian plaza and signing on world-class architects for firehouses and police stations. The Commissions Department of Design and Construction is responsible for getting city structures designed and built. There can be no doubt that good design is an essential part of creating quality experiences. The public sector can play an important role in helping to raise standards and create an environment where good design is seen as an essential part of creating a quality tourism destination.

It is useful to understand the process of urban design and land-use planning by looking at a series of examples of suggestions for improving one section of Singapore. This work was carried out by EDAW Singapore Pte. Ltd for the Singapore Tourism Board. This design and planning exercise incorporates many of the themes discussed in this book and illustrates how various dimensions can be integrated to meet both the needs of the residents as well as visitors. Metropolitan areas must be designed with local residents in mind since it is often very difficult to support such places with only tourism activity.

Responsible urban design is based on understanding the evolution of a place, ensuring that design ensures that the place incorporates what history teaches us about the unchanging human aspirations for high quality built environments, promotes accessibility as well as a vibrant mix of uses and harnesses the value of heritage. Good urban design is committed to long-term success and quality environments. It engages and inspires communication.

Singapore River

Perspective of
the High Street Tropical Garden

Perspectives of the Creative District

In the planning and design exercise it was felt that a new brand could help to reposition the Singapore River as a great place to live, work and shop. It would help to market the district as a single entity, with disparate zones, but where the sum is larger than the parts. It was in fact concerned with re-branding this part of Singapore as "A Round the Clock Destination".

For reasons of space only one of the elements, Boat Quay district, which is part of the larger design exercise to look at various places along the Singapore River will be explored. The designers were set the task of enhancing a market atmosphere, increasing weekend and daytime activity, attracting ASEAN visitors and providing for a livelier use of spaces.

One of the suggestions put forward was the creation of an events stage on the river which will include lighting and sound systems as can be seen in the illustration on the right. Having such a venue is essential in supporting policy of encouraging festivals as an important part of creating a brand.

The planning and design process proposed a "High Street Tropical Garden" which would provide a cooling natural environment while highlighting Singapore as a tropical city. It would improve linkages between various elements along the river and increase pedestrian, event and visitor usage. It would allow visitors to relax by the river. It would contain a number of elements such as cafés, kiosks and a place for music performances.

Part of the strategy was to put into place a Creative District entitled "Where Creativity Begins". The district concept would seek to rejuvenate historic shop houses, capitalize on strong growth and public initiatives in the creative industries, create an environment to attract high-end markets and expand cultural retail options. It is interesting to note that this dimension is in keeping with the cultural tourism theme discussed earlier in this book. Here, one can see the coming together of a policy option and physical planning. It was proposed that the development mix include serviced apartments with office spaces, living home/offices, places for design exhibits in public areas and links to other visitor attractions.

The planning process also suggested a number of events along the river, with such themes as progress, lifestyle, celebration, the arts, heritage and sports.

The plan had a number of other dimensions including designs for landscape and lighting. It considered transportation as an integral part of the planning and design process and took into account the following factors: a new parking strategy, more drop-off and pickup points, where to accommodate tourism buses, shuttle services, pedestrian linkages and river transportation.

Transportation Planning

As Asia's metropolitan areas continue to grow we increasingly see – even in developing economies – that mass transit is now being introduced to help deal with moving incredibly large numbers of people. The positive impact of these investments can be seen in many different cities. Surveys have indicated that mass transit not only improves the quality of life of residents but makes visiting a city far easier and enjoyable.

In the following case study on Bangkok we can see how this metropolitan area, known for its incredible culture and hospitality but also for its traffic congestion, is taking steps to improve the visitor experience through improvements in the transportation infrastructure.

Transportation Innovation in Bangkok

With the increased economic development of Bangkok, the quality of life of its residents is at times challenging. Traffic jams, noise and air pollution are serious problems and often contribute to a negative image of the city. The Bangkok Metropolitan Administration together with a number of government departments, the private sector and other stakeholders is attempting to implement a number of different green strategies. One of the exciting and innovative approaches is the plan to use the canals that are largely employed for local transportation and for diverting floodwaters from the capital, into a unique tourism experience. In many cases buildings turn their backs to these waterways and the plan is to improve these building facades and introduce walkways along the water. Water quality will be improved and levels adjusted to enable boat trips along the canal. Bridges will be decorated with lights to allow night-time tour programs. The river tours will also connect the main river, the Chao Phraya, with parts of the old

city. Along the Chao Phraya River the plans are to improve the quality of the river banks. Several bridges have already been equipped with lights. Special attention will be put on safety and security by building appropriate piers for tourists, training boat drivers and ensuring that proper life-guarding procedures are in place. These improvements will of course also benefit the residents. What is interesting is that what could be seen as a negative dimension is now being turned into a tourism attraction.

This material is taken from a presentation by Dr Sasithara Pichaichannarong, Permanent Secretary, Ministry of Tourism and Sports, Government of Thailand at the UNWTO Asia-Pacific Conference on Metropolitan Tourism in Kobe Japan, June 2008.

Summary

It is important that the planning process involve the widest possible number of stakeholders. It is obvious that there are a wide range of factors to be considered. The Singapore example provides a good illustration of how a range of social, economic and cultural objectives can be met. It also demonstrates the power of visual images to graphically portray what are often verbal visions and plans.

6.METROPOLITAN TOURISM ORGANIZATION AND MANAGEMENT

Introduction

The key to success for many metropolitan areas is creating an organizational and management structure which involves all of the major stakeholders in ensuring a responsible and competitive process of planning and management. The process, which will be examined in this section, typically has a number of dimensions (Figure 8).

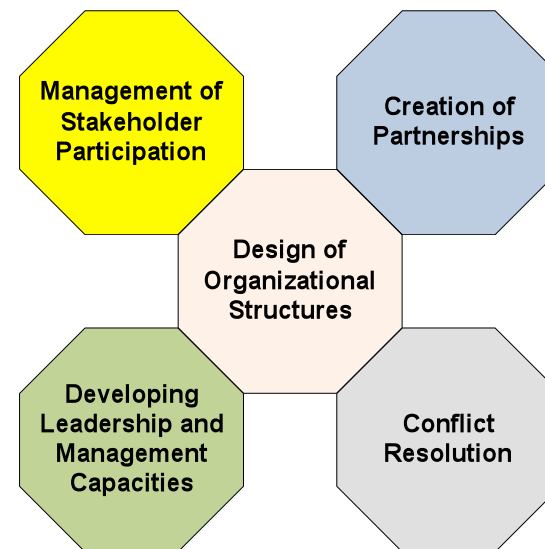**Figure 8: Metropolitan Tourism Organization and Management**

Design of Organizational Structures

Well established destination management organizations (DMOs) adopt a variety of organizational forms. There are no ideal solutions. Some organizations are primarily tasked with marketing and promotion while others have mandated responsibilities for a wide range of destination management issues. For those with more

limited mandates it is ever more important that they have an effective means of participating in and influencing decisions that will impact the competitiveness and success of their destination. Ideally a DMO should be involved in the following activities:

◆ Establishing structures and processes for managing diverse implementation aspects of the overall tourism strategy
◆ Acting as advocate for the destination
◆ Marketing and promotion
◆ Leading the development of a tourism destination strategy planning
◆ Helping to guide and evaluating physical development activities
◆ Ensuring equitable stakeholder participation
◆ Ongoing monitoring of tourism development and its impacts
◆ Ensuring responsible tourism practices are implemented

There are many examples of leading-edge DMOs. Singapore's structure provides a valuable insight into how a comprehensive organization can address a wide range of issues crucial to the success of a destination.

Transportation Innovation in Bangkok

The Singapore Tourist Promotion Board was created in 1964 to promote Singapore as a tourist destination. The government needed an organization to enhance the metropolitan area's overall image by coordinating promotional efforts of hotels, airlines and travel agents. STB went through a number of organizational changes to augment its mandate.

STB is an economic development agency for one of Singapore's key service sectors – tourism. It develops and champions tourism to build the sector as a key driver of economic growth for Singapore. While STB continues to promote tourism, it also fulfills a much broader economic development role for the tourism sector. The organization is seen as an economic development agency which fits the view of tourism as a tool for development.

Through long-term strategic planning, STB ensures tourism remains a key economic pillar in partnership with public and private sector stakeholders. Its goal is to create exciting and innovative visitor experiences in close partnership with the trade industry. STB has identified three key focus areas – strengthening Singapore's position as a "Leading Convention and Exhibition City in Asia", developing Singapore as a "Leading Asian Leisure Destination" and establishing "Singapore as the Services Center of Asia". To achieve these targets, STB has formed strategic tourism units at its head office:
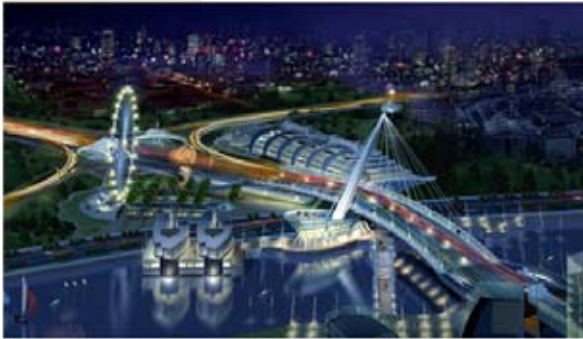
The Destination Experience Group is responsible for concept development, industry enhancement and channel development for the respective segments. There is a focus on rejuvenating core experiential products and implementing new ones.

The Sector Planning and Development Group drives tourism planning and development by ensuring there are strong foundations in manpower, service quality and resources, e.g. land, infrastructure and technology. Under the Sector and Development Group, the divisions of Manpower Development, Resource Development, Service Quality, Strategic Planning and Corporate Planning shape long-term development of the tourism sector.

The Service Quality Division, formed in February 2003, sets new benchmarks for service standards of tourism-related sectors and ensures effective delivery of destination information to visitors.

STB uses a wide range of financial grants, tax incentives and programs to support the development, training of industry professionals and incentive scheme to accelerate technology innovation.

This information was obtained from the STB's website.

Creation of Partnerships

The success of any tourism metropolitan area development initiative relies on a variety of partnership opportunities. Public/private partnerships – government, public organizations, community organizations, industry and commerce – combine different ideas, points of view and contributions to create a successful

metropolitan area strategy. They can be financial, social or political in nature. These partnerships can be formally structured or can in fact be put into place on an ongoing basis, dependent on need and priorities. The obvious partnerships are between hotel associations and the DMO, arts groups working with the DMO to promote cultural identities and the DMO working with various senior government departments and ministries.

The object of any partnership is to share responsibilities, risks and resources. Very often two or more stakeholders working together in a partnership can achieve far greater results and success than each working on their own. In some cases the DMO can use its marketing and branding resources while the private sector can help to fund the promotional efforts. In other situations arts groups can put together a series of cultural packages that can be promoted through the DMO's promotional outlets.

Conflict Management – Dealing with Diversity

Managing the objectives and opinions of a large number of stakeholders is critical for tourism organizations. As with any planning and management exercise there are often varying levels of controversy and disagreement about strategies and implementation programs. Controversy can be harmful to developing tourism policies. Lengthy delays can result and adverse media attention can harm the DMO's image or reputation. In many metropolitan areas community resistance to proposals (e.g. perceived threats of negative impacts) makes it difficult for developers to establish a beneficial working relationship in the metropolitan area. As part of the overall management process here are some relevant points to consider in putting together an organizational structure:

- Anticipate conflicts where possible. It is unlikely that in most planning exercises that there will not be some form of disagreement and the DMO should put into place structures and processes to anticipate differences of opinion and deal with them effectively as soon as there are indications of trouble.
- Quite often conflicts and disagreements arise due to poor communication and a lack of transparency. Establishing mechanisms to enable effective stakeholder communication, consultation and participation in development decision-making that will help to ensure that conflicts do not arise.
- Understand the wider community's values and attitudes and involve various interest groups (through consultation and more direct participation) prior to making commitments on issues that can have a significant impact on the community and environment.
- Identify and involve key stakeholders who can assist in conflict management and resolution.

- Stakeholders involved in conflict management/resolution must have clear, concise information to provide an informed decision or opinion quickly.

Training of Public and Private Sector Staff

Training and capacity building are important to ensure stakeholders are involved in the actual implementation and management of tourism in the metropolitan area. Their involvement reduces revenue loss, enables import substitution and generates employment.

Responsible tourism development requires implementing education and training programs to improve public understanding and enhance business, vocational and professional skills. Training should include relevant courses, e.g. tourism, hotel management, event planning, understanding visitor motivations, innovative promotional techniques, visitor management etc. Capacity building can be developed in conjunction with area and regional educational institutions such as community colleges or universities. Training and education can take many forms – formal, in-class instruction, distance education, self-paced, computer-based learning, publications and manuals. What is important is that the very level of capacity within any community be understood. Unless all stakeholders are operating from a level playing field it is difficult for them to work effectively together. This is especially true of the poor and many in the community without access to specialized and professional data.

Summary

Achieving the right kind of organizational structure and management is essential to ensure a metropolitan area achieves a responsible and competitive future. There are many approaches to creating a management structure. The principles put forward in this section should be seen as important dimensions of any organizational structure. The most important consideration is that all community stakeholders (including the poor), public and private sectors be seen as essential actors in the overall management of a tourism metropolitan area.

7.METROPOLITAN TOURISM AREA OPERATIONS

Introduction

Once metropolitan areas have developed policies, plans and management structures, they need to develop operational policies and procedures to ensure the metropolitan area's ongoing appeal, competitiveness and protection of local cultures and environments. This activity requires cooperation of metropolitan area stakeholders and should not be seen solely as the local authorities' responsibility. An organizational and management process has a number of dimensions (Figure 9) highlighted in this section.
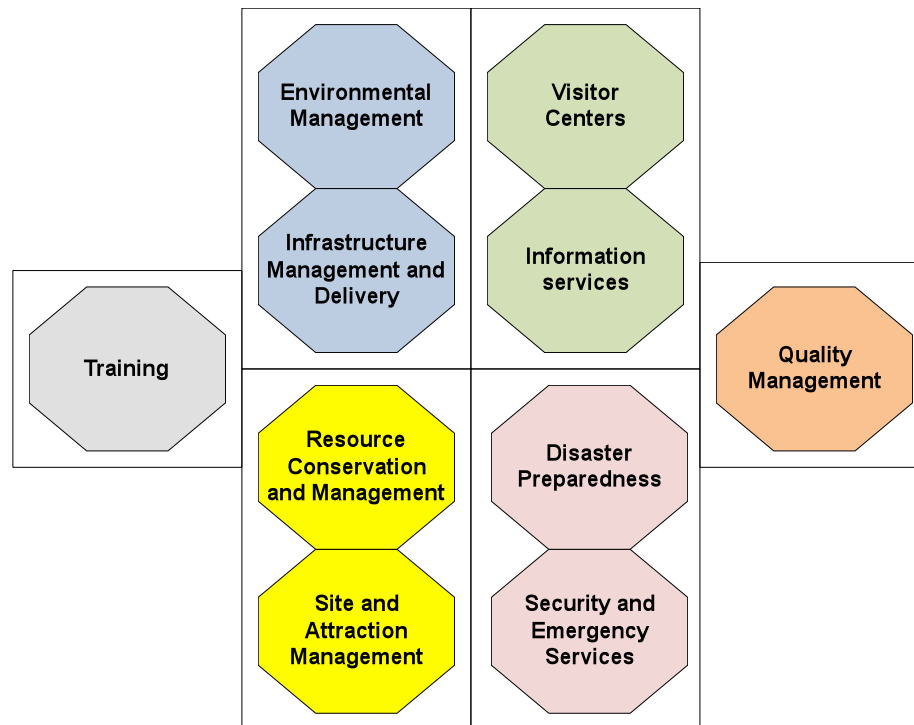

Figure 9: Metropolitan Tourism Area Operations

Training/Human Resource Development

In 2003, the Secretary-General of the UNWTO indicated in his opening remarks to the UNWTO Education Council Conference in Beijing in 2003 that there is an urgent need to train public officials within any metropolitan area in tourism planning and management. The same applies to many private sector people involved in tourism development in metropolitan areas. Knowledge of marketing, product development, site management, events management, impact assessment and the development of tourism information systems are some essential areas where training and education are required.

There is an increasing awareness that training and human resource development – capacity building – is recognized as part of the metropolitan area management process. One of the significant crises in the tourism industry (and metropolitan areas) is having access to the necessary human resources to effectively manage a responsible industry. The difficulty arises due to the complexity of the travel and tourism industry (which is essentially an "industry of industries") with varied needs, skills, capacities and objectives. It is important to understand human resource management concerns from the perspective of the major sectors such as accommodation and restaurants, aspects of the transportation sector, tour operators, public sector planning and operations and NGOs.

Attracting, retaining and training staff has always been an industry issue. With the incredible growth in travel and tourism activity in Asia, it has now reached crisis point. High hotel construction rates in all parts of Asia, the growing aviation sector (increased low-cost fares), more ground and water travel, sophisticated airports and new attractions have rapidly increased the demand for highly qualified employees. Service levels must be increased to meet the growing expectations and demands of tourist customers/visitors.

The industry and metropolitan areas need highly qualified employees to meet sophisticated consumer expectations, an increasingly complex, global industry and substantial financial, technological and asset management demands. Traditionally, employees have learned skills on the job and gradually progress to senior positions. This practice is being threatened by rapid technological changes and shifting service requirements.

One impact of the labor shortage is some sectors may be lessening employment criteria requirements. A press

release from TMS Asia-Pacific (June 18, 2007) suggests the reduction may be as much as 30 percent. This reduction may help meet the 'numbers crunch' but may work against the need for more qualified and sophisticated employees oriented and trained to meet the ever increasing demands of the visitor.

If metropolitan areas are to be competitive, they must work closely with national and international organizations to understand the human resource challenge, sponsor research to re-engineer the industry (where appropriate), provide resources to train trainers and offer accessible education and training opportunities. Some say this is the responsibility of national governments (or other jurisdictions). Often the lack of resources threatens the supply of qualified employees. For metropolitan areas to work successfully with other stakeholders, they must address the human resource challenge by creating a comprehensive human resource strategy as an essential part of any metropolitan area management strategy.

Municipal officials can deal with some poverty issues by engaging the industry in capacity building and training. According to the International Labor Organization (ILO), the youth labor force will expand significantly in Malaysia, the Philippines, Lao PDR and Pakistan until 2015. These countries will face enormous challenges to create jobs for millions of young labor market entrants. Metropolitan tourism management needs to use training as a tool to create opportunities for the poor, especially in rapidly emerging economies.

Environmental Infrastructure

A metropolitan area must develop and maintain world-class infrastructure. Poor infrastructure can be a major impediment to job and tourism growth. A portion of taxes and fees collected from tourism activities should be reinvested in the maintenance and enhancement of the urban infrastructure.

The ongoing management of metropolitan areas must consider physical factors: roads, drainage, water supply, electric power, sewage disposal, solid waste disposal, telecommunications, sanitation and public health standards and safety. Tourists assume a well-functioning urban environment as part of any quality metropolitan area.

Managing Metropolitan Tourism

One of the most exciting urban environmental management infrastructure initiatives is in Seoul where the Cheonggyecheon River has been 'rediscovered'. This has helped to improve the quality of the physical environment of the city.

Cheonggyecheon Project in Seoul

A fascinating and innovative example of urban regeneration is the Cheonggyecheon project in Seoul. (The original name of the Cheonggyecheon (Stream) is 'Gaecheon' meaning "Open Stream".) A 6.8 kilometer rivulet with a riverbank area which cuts through the heart of the city, this green lung is not just an ecological attraction. It is a recreational and cultural place with sculptures, fountains, historic bridges and waterfront decks dotting various stretches. It was not always this way. For nearly half a century until 2003, the stream was covered by a four-lane, two-way highway used daily by 170,000 vehicles. In 2002, then-mayor Lee Myung Bak announced the highway would go, the river would be restored and a 400 hectare park created beside it. The project cost an estimated US$386 million and was as ambitious as it was meticulous.

Demolition started in July 2003. Diamond-wire and wheel saws – the most advanced technology available – were used to methodically slice up the highway and minimize noise, dust and other pollution for commercial and residential buildings in the area. The highway was dismantled a year later.

The restoration was a marriage of technology and creativity. Embankments were built to withstand the worst flood conditions. Sculptures, fountains and murals now dot the riverbanks. Long-buried bridges and foundation stones were restored and reinstated. Fish and birds started migrating to this sanctuary, thanks to the biotopes (spaces with uniform environmental conditions) introduced throughout the waterway. The stream has become almost like an air cooler and purifier throughout the city, credited with reducing the temperature of the surrounding area by between 2°Celcius and 3°Celcius.

The value of nearby land and apartments reportedly increased by over 40 per cent. Cafes, restaurants and other lifestyle businesses mushroomed. In the first 16 months after restoration, more than 40 million

The Cheonggye Expressway Prior to Restoration

people visited the river, drawn by attractions, e.g. 22 historical bridges, nine fountains, Sky Water Site and the Willow Swamp. There is even a Cheonggyecheon Museum which chronicles the history of the river. At Cheonggye Plaza – where the Cheonggyecheon begins – crowds throng cheek by jowl to see the tri-colored fountain and a beautifully lit waterfall cascading four meters.

This is an excellent example of turning an eyesore into a tourism attraction and amenity for residents. Metropolitan areas will have to continue to invest in environmental and urban improvement and think strategically about increasing the quality of life for residents and tourists if they are to remain competitive.

View of Restored Cheonggyecheon River

Urban Environmental Management Attractions and Facilities

An important dimension of developing a metropolitan area's product is ensuring environmentally responsible values are held throughout the tourism industry. Environmental Management Systems (EMS) are designed to assist attractions, hotels and restaurants and improve overall environmental performance. The main benefit of using an EMS system is that it takes a holistic approach to a facility by monitoring environmental behavior from the beginning of the process (e.g. inflow of resources and products into the facility) to the end. EMS monitors all environmentally-sensitive areas such as solid waste generation, consumption of water, disposal of wastewater and consumption of energy (electricity and other fuels). Metropolitan areas that can promise the visitor a green experience will have a position advantage especially as the Y Generation begins to travel more extensively. There are a number of international as well as national initiatives to help guide hotels and other operations to achieve world-class standards of environmental management. A metropolitan area might choose to lead this effort and in fact use it as part of its branding.

Heritage Resource Conservation

As discussed earlier in this book a metropolitan area's historic, cultural and natural heritage environments are often its main attractions. These resources must be protected and managed to ensure their conservation. The heritage resources can include a single artifact, a single building, entire streetscapes and historic areas and districts as discussed earlier in this publication.

A conservation plan which involves both preservation technology as well as planning dimensions to address the detailed needs of a metropolitan area should be drafted during the planning phase of tourism development. This planning requires the cooperation of a significant number of different stakeholders including the following:

◆ Building/artifact conservation
◆ Research, documentation, recording
◆ Inventory & evaluation
◆ Planning
◆ Interpretation
◆ Curatorial
◆ Marketing
◆ Finance
◆ Events & festivals planning/management
◆ Landscape preservation
◆ Archaeology
◆ Design (Architecture)

It is important to remember that each of these specialists comes with their own perspectives and objectives. One of the tasks of the metropolitan area management process is to ensure that they all work effectively together to protect the resources but at the same time position these resources in such a way as to make them part of the tourism experience whenever appropriate. It has to be remembered that in some instances the preservation of a resource may require that visitation levels either be restricted or eliminated completely.

There are a number of philosophical and professional issues that are embedded in the management of cultural resources. While there are internationally accepted codes of practice, often these philosophical and professional issues are part of the national cultural decision-making process. Metropolitan tourism managers must recognize that these standards must be enforced in order to maintain the integrity and authenticity of a metropolitan area.

Metropolitan tourism management organizations can help in the preservation process by working with the relevant stakeholders to put into place subsidies, grants, technical assistance and tax breaks/incentives to encourage building owners to maintain their heritage resources.

Planning officials play an important role in helping to facilitate the process of maintaining cultural and heritage resources. There are a number of tools that can be used effectively to ensure the conservation process is successful, including the following: creative zoning, design and development controls, transfer of development rights and the preservation of views.

Much of the process of planning and managing cultural resources is technical and metropolitan tourism management organizations must ensure that the experts are brought into the decision-making process. Most importantly, the preservation of the resources must be seen as an integral part of the overall process of metropolitan tourism planning and management.

Site/Attraction Management

As visitor numbers increase it is becoming increasingly important that sophisticated site attraction management processes are put into place both to protect communities and their resources as well as to provide a meaningful and memorable visitor experience. There are limits on the use of any site or attraction. There are limits on the use of any site. When those limits are exceeded, damage occurs and the visitor experience is compromised. Visitor impact can be seen as the result of the number of people using a site, type of activity and the ability of particular environments to withstand use.

Managing use would be fairly straightforward if there were not the need to balance visitor volume and positive economic impact generated from those volumes. The ideal level of use might be unrealistic in attempting to meet a site's economic objectives. It is the role of the site management team to ensure the least possible damage while guaranteeing the site's financial viability.

There are a number of possible management strategies for dealing with visitor numbers. The task can be

as straightforward as reducing the number of visitors to the site, reducing the number of people at any one time or limiting the number in a particular part of a site or attraction. There are softer techniques such as introducing visitor orientation programs that help to change visitor behavior through education. Very often a site can accommodate much larger visitor numbers if certain rules and regulations can be enforced with education as a major tool. There are also physical strategies to make a site or attraction more resistant to change. These include zoning, the construction of elevated walkways and natural areas to protect education, barriers to restrict access to fragile environments and the monitoring of such things as moisture levels to ensure that valuable wall paintings are not damaged through excessive use.

Some management strategies include:
◆ Restrict or limit entry to the area/site when capacity figures have been reached. It is recognized that this is politically difficult at times but maybe necessary.
◆ Reduce the numbers of large groups at particular times. Tour operators can be offered incentives such as lower entry fees if they bring tour groups at less busy times.
◆ Use pricing techniques to reduce demand at particular times. For example, there may be lower prices during the slower seasons or times of the week.
◆ Direct visitors to other areas with similar attractions and experiences. This may not be possible in all metropolitan areas but in some instances there may be sites and attractions that provide similar experiences but are less visited.
◆ Develop a reservations system. Some attractions have done this in order to ensure both that capacity issues are respected and that the visitor has a level of certainty about their ability to visit the site. This is especially important when a visitor may come to a metropolitan area with the primary objective of visiting a particular museum or story site. The Holocaust Museum in Washington DC does this very effectively.
◆ Use a system of lotteries to determine who can use a site.
◆ Extend hours at particularly busy times of the year. Very often museums and other historic sites have standard operating hours which often correspond to civil service contracts but not visitor needs. Extending the hours of a site or attraction can help ease visitor numbers at any one time. Some sites have done this successfully by introducing innovative lighting schemes and special programs for night time activities.

Each management strategy has certain costs, benefits and important political realities that must be reconciled as part of a management process. Increasingly there is recognition that sites need visitor management plans. Such a plan was developed for the World Heritage Site of Sukhothai, Si Satchanalai and Kamphaeng Phet, Thailand. The essential elements of the plan are presented below.

Development of an Interpretive Strategy for the World Heritage Town of Sukhothai, Si Satchanalai and Kamphaeng Phet, Thailand

This world heritage site is faced with a number of challenges. Few realize that the site actually has three historic parks (Sukhothai, Si Satchanalai and Kamphaeng Phet) which together are recognized as the world heritage site. This confusion can be explained in part by the official name of the site which is "World Heritage Town of Sukhothai and Associated Cities". Often tourists only visit the Sukhothai historic park. Not only were visitor numbers low at the other two sites but overall visitation had been declining for some time. The length of a visitor's stay was very short and there was little positive economic impact on the surrounding communities. Based on a survey carried out with visitors it also turned out that they were unaware of the significance of the overall world heritage site due to a lack of interpretation. Lastly, the three parks are located along a road which does not allow for a circuit to be made which necessitates the visitor backtracking if they visit all three sites.

In response to these issues UNESCO, the Fine Arts Department of Thailand and the Tourism Authority of Thailand initiated a project that was to develop an interpretive strategy to invigorate interest in the world heritage site and hopefully make it more attractive to both domestic as well as international visitors. It is interesting to note the partnership of UNESCO, Fine Arts and the tourism authority.

The objective of the interpretive strategy is to expand visitors' understanding and appreciation for the world heritage site as well as to provide them with a quality experience that will enhance their enjoyment and appreciation of the cultural heritage. An overall theme or experience was defined "Exploring the Dawn of Happiness Cultural Landscape – Linking the Past with the Present". Under the overall interpretive themes, there are a number of historical and cultural dimensions that will be utilized to structure interpretive presentations including: His Majesty the King's Concept on "Sufficiency Economy", Exploring the Landscape along Phra Ruang Ancient Road, Heritage Community, Hydrological Systems and the Evolution of the Human Settlements.

Phra Ruang ancient road

68

77

358 km. to Bangkok
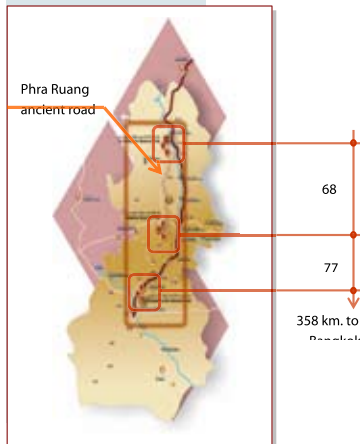
World Heritage Trail

An overall world heritage trail connecting the three historical parks was designed to provide visitors with a sense of the cultural landscape utilizing the Phra Ruang ancient road to bring all three sites together. Visitors will be able to move along the trail and explore the historic significance of these three sites, their similarities/differences, as well as other attractions/activities in the vicinity of the ancient road.

In order to help direct people on how to use individual sites, how to move around the area and stimulate them to gain more appreciation about the heritage, specific heritage routes focusing on history, arts and architecture redesign as short tour, half-day tour and full-day experience.

A number of different types of interpretive media were identified to help in the orientation process. It is proposed that audiovisual presentations/ displays be located through the site to orient visitors and present concise information on the world heritage trail. A hierarchy of signs has been designed for the entire heritage site as well as each park.

A website was developed to provide visitors with information before they arrived and to encourage them to download opening times as well as other information.

In addition to the development of interpretive methods and media to improve the visitor experience, a number of actions to ensure high comfort levels and enhanced experiences for visitors were proposed. Of particular importance was the introduction of shuttle buses to provide a sustainable link between the individual sites.

This description was drawn from a study funded by UNESCO and carried out by the Asian Center for Tourism Planning and Poverty Reduction.

Example of Site – Specific Tour

Knowledge Management

As the amount of information available to the metropolitan tourism manager increases so does the challenge of accessing and understanding this information. Simply, the amount of information makes it difficult for that material to be used in any comprehensive way. User-friendly and graphically sophisticated materials, written in a public official's language, are crucial to capture his/her imagination and attention. In many cases, a well-developed 10-minute video can have a more significant impact on increasing awareness and raising important issues than a lengthy document.

Examples of Signage

A knowledge dissemination strategy must consider a range of techniques including short language specific documents, videos, short courses, on-the-job training and exchanges between various organizations. To ensure responsible metropolitan tourism development, an immediate task is to identify areas where knowledge management is most required and ensure relevant information is appropriately distributed.

Security

No matter what the metropolitan area, most tourists need to feel safe and secure from theft and crime. They want to know the metropolitan area has the ability to cope with problems. Often tourists look for a sense of security rather than anything tangible.

Concerns about the quality and state of readiness of a metropolitan area's fire, police and hospital facilities are paramount. This includes, for example, trustworthy, sympathetic doctors and police who speak a tourist's language. If any problems arise, lack of preparation on the metropolitan area's part will not support the image of a tourist-friendly metropolitan area.

Strategies to promote these feelings of security revolve around training and awareness campaigns for locals. Hotel and restaurant workers may need training on what tourists find acceptable and unacceptable in terms of hygiene and food preparation. The most important strategy is to communicate with tourists. The unknown is frightening; honest, straightforward information reassures them about a metropolitan area's safety. If tap water is not safe to drink – but is safe for teeth brushing – explain to visitors why and where to purchase bottled water. Many tourists to Asia worry about malaria. If malaria prophylactics are essential, tourists should be made aware before they arrive. This provides confidence the metropolitan area can cope with potential problems.

Disaster Planning and Response

The Asia-Pacific region is prone to major human and natural disasters such as fires, tsunamis, typhoons, bombings,influenza, political insurrection and floods. Metropolitan areas should be concerned about their impact, not only for the safety of local people but the metropolitan area's ability to deal with the situation effectively and professionally. There are limitations to traditional top-down (national) relief-based disaster management. During times of disaster, local governments are in the best position

Managing Metropolitan Tourism

to provide leadership, supervise distribution of relief goods and medicine and manage evacuations. Since local governments have the most at stake and are closely involved in local development, they can be most effective in planning long-term risk reduction.

Public relations 'damage control' is important in mitigating a disaster's negative effects on the tourism industry. For example, a typhoon may hit one corner of an island and images of the damage reach the international press. The metropolitan area must immediately publicize that only one portion of the island has been affected and the rest of the island is open for business.

A metropolitan area must also be physically prepared to respond to emergencies. Planning should look at how to preserve resources along with the well-being of the host community and guests. A good disaster plan can reduce the impact on heritage and natural resources and minimize damage. In the case of fire, are local fire brigades trained on how to salvage ancient paintings from a burning museum? Considerations of water, transport and communication in times of crisis are internal dimensions that must be planned ahead and cannot be managed by a damage control public relations team.

Singapore provides an excellent example of an overall integrated approach to dealing with crises.

Dealing with Crises in Singapore

As discussed earlier in this document, tourism is an economic pillar for Singapore.
According to the Singapore Tourism Board (STB), tourism contributes about 3 per cent to its gross domestic product (GDP). It provides employment to some 150,000 people in the hospitality, food and beverage, transportation and travel industries, to name just a few.

In 1997, Singapore faced the recessionary effects of the Asian Financial Crises. This was followed by the burst of the dot.com economy at the end of the last century.

Before everyone could figure out the cause and effect of the double whammy, New York came under terrorist attack on September 11, 2001. The world was on tenterhooks when the Americans and their allies launched their counter- terrorism campaign – leading to the Iraq War and the demise of Saddam Hussein. While war and insurgencies were being fought in other parts of the world, Asia had to combat the spread of SARS in 2003; followed by Avian Flu.

It was under this adversity that the Singapore government and industries joined forces and adopted the Singapore Incorporated approach under STB's leadership. As other government agencies such as the Ministry of Health and hospitals fought an ongoing battle against SARS and Avian Flu, the Ministry of Trade & Industry and STB mounted a second front to tackle the decline in tourism and MICE industries.

New initiatives and iconic events were created. The government approved the development of two integrated resorts – Marina Bay Sands and Resorts World@Sentosa in 2010.

Another major initiative introduced the world's first Formula One night race along the Marina Bay area in September 2008. This project is a classic partnership between public and private sectors – the hallmark of the Singapore Inc approach.

A critical success factor or lesson learned from the Singapore experience is that Singapore turned adversity to advantage under the government's strong leadership through STB. Decisions and solutions were effectively managed by government agencies with strong support from the private sector. In short, the Singapore Incorporated approach was adopted and everyone played a part. There is no doubt the widely-held strategic vision, developed by all stakeholders, was crucial in overcoming adversities from a number of crises.

This summary is based on a presentation by Mr Edward Liu, Managing Director of Conference & Exhibition Management Services Pte Ltd, Singapore and President of Singapore Association of Convention & Exhibition Organizers & Suppliers at the UNWTO Metropolitan Tourism Conference, Busan on September 11, 2007.

While the Singapore example above illustrates a response to an economic crisis, the process of recovering from the Great Hanshin-Awaji Earthquake on January 17, 1995 in Kobe provides an excellent illustration of how a metropolitan area responded to a naturally caused crisis in a creative and comprehensive way.

Disaster Recovery as Part of Metropolitan Tourism Management – The Kobe Experience

The City of Kobe was devastated by the Great Hanshin-Awaji Earthquake on January 17, 1995. The Magnitude 7.3 earthquake shook the city violently with a significant destructive force resulting in considerable devastation.

Many lives were lost, buildings were reduced to rubble, transportation networks were destroyed, harbor facilities were decimated and vital lifelines were cut. Because of this earthquake, the Ijinkan in the Kitano District, the sake breweries of Nada, the old foreign settlement district, the waterfront, and other tourist attractions in the urban area on the south side of the Rokko Mountains were devastated. Given this situation it is not surprising that the ability of Kobe to attract tourists was dealt a severe blow. While the earthquake affected many dimensions of life in the city, the severe damage to road and rail access and the general devastation led to a dramatic drop in tourists over an extended period of time with the resulting widespread loss of business in the destination and tourism sectors in Kobe.

The response from the many stakeholders provides us with a valuable lesson in how a metropolitan area can effectively and creatively respond to such a disaster. Too often destinations that are affected by natural or human caused crises find it very difficult to respond effectively to the immediate as well as long-term media impacts of these damaging events.

In order to counteract the largely negative media message right after the earthquake, officials in Kobe started sending out information on the operational status of lodging and sightseeing facilities within the city to a large number of travel agencies, media outlets, and tourism associations across the nation. They continued doing this every week for several months. Various stakeholders recognized the need to immediately put into place a media campaign to provide accurate and timely information. This media campaign included sending out monthly progress reports to about 200 convention-hosting organizations, informing them on the status of restoration work being carried out on conference and convention facilities in the city.

Experience has shown that very often tourists hesitate to visit an area devastated by a natural or human caused disaster in order not to interfere with recovery efforts or because of the impression that the city is not ready for them. However, in Kobe public officials and the hospitality industry wanted to get the message out to as many people as possible that they should not hesitate to come to Kobe but rather that they could help in the restoration efforts by coming to the city and enjoying the food, shopping, and staying at hotels and inns. This message was communicated throughout Japan.

In addition to the aggressive media and promotion campaign the city also hosted a cluster of attractions in various locations in Kobe City from summer to fall of the year of the earthquake as well as embarking on a number of new initiatives described below.

Kobe Luminarie

This festival of lights was started in December of the year of the earthquake. A collaborative effort by such entities as Hyogo Prefecture, Kobe City, and the Kobe Chamber of Commerce, the Luminarie was the embodiment of the city's dreams and prayers for restoration and recovery. The festival has continued to attract millions of people from all over Japan every year since it began (4,043,000 over 12 days in 2007). The Luminarie is now becoming firmly established as part of Kobe's winter landscape. The first Kobe Luminarie gave the earthquake-stricken people of the city a sense of excitement, wonder, and hope in their community, and when the lights finally went out for the season messages started pouring in to the sponsors, strongly urging them to make the Luminarie an annual event. Ever since then, the Luminarie has continued year after year, supported by donations from numerous corporations, private citizens, and visitors to the event. The festival reminds citizens of what they lost and gained through the earthquake, and epitomizes the hopes of the city and its citizens. The extraordinary attraction of Kobe Luminarie makes it a project that is truly symbolic of Kobe's renaissance, from the standpoint of both tourist traffic and economic impact. The Kobe Luminarie not only provided an opportunity to help tourism but more importantly to help the people of the city recover. This feeling of hope and recovery on the part of the citizens was essential in helping the city move forward.

Infiorata Kobe: Commemorative Project for the Renaissance of Kobe in the 21st Century

From January 17, 2001, the fifth anniversary of the earthquake, to September 30, 2001, the entire city participated in "KOBE 2001: People, Community, Future" in celebration of the 21st century, as well as

to communicate the city's appreciation for the outpouring of support it received during the earthquake and to show everyone how robustly it had been reborn. Through the collaboration of the City of Kobe, private citizens, academics, and corporations, about 400 events were held throughout the city to serve these purposes. A major dimension of this effort was that it involved citizens from the initial planning stage, with them working in tandem with representatives from corporations and government to plan, design, finalize, and execute each of the events. One of the noteworthy benefits was the continuation of the "Infiorata Kobe" celebration which started in 1997. Just like the Italian flower festival from which it gets its name, Infiorata Kobe featured streets covered with tulip petals forming various designs and pictures. Since the commemorative event, Infiorata has spread to various locations around the city and has become an annual festival which attracts large numbers of people and is an established part of Kobe's spring landscape.

"10 Years after the Earthquake: Communication from Kobe" Project

Starting in December 2004, 10 years after the earthquake, and continuing on for 12 months to December 2005, a project called "10 years after the earthquake: Communication from Kobe" was established to stimulate citizens, government, and the business community to collaborate with one another and take the initiative to start up projects in the spirit of gratitude to those in Japan and the international community who supported Kobe's efforts in restoration and community development. The projects were meant to reflect the experiences and lessons learned from the earthquake, highlight restoration efforts, point to the future in Kobe's urban development, and serve as a catalyst for a safe, secure, and attractive Kobe in the 21st century.

Kobe provides us with an excellent example of how a significant disaster in a metropolitan area can be overcome based on the optimism and strategic thinking of its residents. The creative responses provide lessons that other cities could adopt should they ever experience the kind of cataclysmic impacts that Kobe did following the earthquake. A strong and determined media campaign together with developing innovative and creative products has been seen to work very effectively in the city.

This section was prepared using material from the presentation by Shinichi Omori. Director General, International Affairs, Culture and Tourism Bureau, City of Kobe at the UNWTO Asia-Pacific Conference on Metropolitan Tourism held in Kobe in 2008.

Summary

The operational and management decisions of metropolitan tourism are often not seen as primary concerns in the metropolitan management process. Too often, major infrastructure decisions are left to public officials who may not appreciate the influence and importance of the well-functioning metropolitan environment for competitive and responsible tourism. Metropolitan tourism strategic plans must consider these operational and management dimensions to effectively influence decision-making and allocation of resources.

8.MANAGING METROPOLITAN TOURISM IN ASIA

This publication has put forward a model for metropolitan tourism management in Asia. It has a special focus on metropolitan areas in developing economies, based on the fact that in the more developed parts of Asia metropolitan tourism has more fully established structures and procedures for guiding tourism development. These developed areas provide guidance for those metropolitan areas that are still in the process of creating tourism planning policies and procedures.

The challenge in Asia is unique and one that has not been experienced in any other part of the world. The scale of growth and the concentration of metropolitan areas are very different than any in Europe and North America. It is for this reason that in this publication Asian examples have been utilized to emphasize the uniqueness of the metropolitan tourism challenge across the continent. Given rapidly changing political, social, cultural and economic values and driving forces there will be an ongoing challenge to develop solutions and approaches that are unique to the Asia Pacific context. Given the simple scale and diversity of the region these solutions and approaches will have to vary quite considerably at times.

In this last section we seek to briefly summarize the key discussion from the previous sections and provide a future perspective to this important area of tourism policy and planning. The material in this section has been drawn from the work of some of the key members of the development team including Dr Pallavi Mandke and Dr Walter Jamieson. Following the conventions used in the rest of the publication, footnotes and citations have been kept to a minimum in order to maintain the user–friendly nature of the document.

Metropolitan Management, Planning and Policy

Before we deal specifically with tourism growth and development it is important to place tourism within the larger metropolitan planning and management context.

The future of metropolitan areas as they relate to public planning and policy making has been examined in a wide range of publications and reports. It is not our intent here to provide a treatise on the management of Asian metropolitan areas. However, it is important to highlight the essential elements that should guide sustainable and responsible growth for metropolitan areas especially as they relate to tourism.

In a November 2003 publication from the World Bank Institute, Jeffrey Sachs talks about three distinct policy dimensions that must be addressed in Asian cities. Namely urban planning, urban development strategy and urban governance. He stresses that each has its own research agenda as well as practical applications. While there is an ever present dialogue on the role of the market in helping to guide the future of metropolitan areas, Sachs among others has argued that there is an essential role for the public sector in helping to structure and direct urban development. He cites the Chinese experience in creating special economic zones that used a range of strategies including the use of export processing zones, industrial parks, science parks and tax incentives to attract international business as an example of good practice. This experience, along with the innovative approaches used in Hong Kong, Singapore, Busan, Penang and other cities, argues for the "need for conscious and articulated development strategies" on the part of the public sector. If the potential and challenges of metropolitan areas are to be effectively dealt with, interconnected approaches to urban planning, public policy and responsible urban governance must be adopted. The market simply cannot be relied upon to provide direction and structure to metropolitan development in general and specifically to metropolitan tourism. This carries through for all areas of activity, ranging from overall policymaking to product development and branding.

Given the increasing competition among metropolitan areas to attract economic development and jobs, new and innovative approaches will need to be taken. Clearly world-class infrastructure is seen by many investors as a necessary condition. However, cities will need to be able to provide unique environments and experiences if they are to be successful in attracting top companies while at the same time providing a productive environment for their own people to prosper and develop.

In a November 2003 World Bank Institute report entitled "Urban Development Needs Creativity: How Creative Industries Can Affect Urban Areas" Shahid Yusuf and Karou Nabeshima identified several conditions that are essential to successful urban growth. As has been discussed earlier in this publication, providing and maintaining high quality infrastructure of all kinds is a major issue both in creating a high quality of life for the residents as well as achieving economic growth. Tourism in particular depends on a high level of infrastructure. The same is true for the creative industries of all kinds. Certainly Singapore

can be seen as the model for infrastructure development. The authors of the World Bank Institute report discuss how a dynamic city requires a wide range of social and cultural amenities that affect the quality of the urban environment. Many of these amenities are important for attracting investors, meeting the needs of residents and attracting tourists. From an urban management perspective understanding how to meet the needs of these three different set of stakeholders will always be a challenge.

A third factor that they identified is the importance of an institutional setting that protects individual rights and is tolerant towards diversity. This has been argued by others including Richard Florida, where he cites the examples of Tokyo, San Diego, Boston and London as places where individual creativity has been able to grow thereby fueling the overall expansion of the cities. Hong Kong has been identified as a good place to do business because individual freedom is well protected. Generally cities with these types of dynamic environments are also good places for visitors.

Suffice to say at this point that the future of metropolitan tourism is very much tied to the ability of urban managers and officials to create successful, sustainable and competitive urban areas. Tourism planners and policymakers must increasingly become involved in the urban management debate not only to protect the future of tourism but to identify how the power of tourism can help in creating livable urban environments. This will require that academics as well as urban policy makers and planners develop models that provide for integrated approaches to policymaking and development. More is said on this at the end of this section.

Understanding Metropolitan Tourism

It is within this urban management context that we discuss the management of metropolitan tourism. Since the 1960s, it has increasingly been argued that urban areas are and can serve as important tourism destinations across the world. It is the specialized functions and the range of services that cities offer that make them important and unavoidable tourist destinations. These functions and services that attract both international and domestic tourists include:

◆ In many cases acting as the financial centers not only for the country but often on a regional basis.

◆ Supporting the creative arts and acting as a showcase for national cultural achievements and pursuits.

◆ Providing a gateway or transfer function especially with the growth of regional airlines.

◆ Serving as centers of academic, government and religious activity.

In addition to supporting these specialized functions metropolitan areas are very different than other types of tourism destinations, which makes the study and management of metropolitan tourism both interesting and complex. First is the heterogeneous nature of the metropolitan areas based on their size, location, function, age, appearance and heritage. No two destinations are identical requiring at times quite different planning and management responses. Second is the scale and different functions metropolitan areas perform simultaneously offering a variety of facilities and services, which make them multifunctional in nature. Third is the fact that these facilities and services are produced and consumed not only by tourists but by a range of other users.

Given this complexity a metropolitan area is therefore quite different from many other tourism destinations where tourism may be a major form of economic activity or which support one or two specialized forms of tourism. Metropolitan areas by their very definition have to support and develop experiences and infrastructure that are multi-dimensional. This complexity requires that we become much more systematic in our understanding of metropolitan tourism.

For some metropolitan areas such as Hong Kong and Singapore tourism helps in part to maintain their global profile. These metropolitan areas integrate tourism into the mosaic of their economies and land uses without creating either a specific bubble of tourism but recognizing the importance of this sector in maintaining their vitality.

While there has been a great deal of attention paid to marketing and branding and to a lesser extent on product development in tourism literature, much less attention has been placed on the role of tourism as a development tool that can help to meet the wide range of goals and aspirations of metropolitan areas. For many urban areas tourism will occur whether there are well developed tourism management strategies or not. It must be accepted that tourism will occur and that efficient management is therefore required in order to achieve sustainable growth.

Tourism is now becoming increasingly recognized as a means for regenerating metropolitan economic structures, enhancing local and national prestige and improving the quality of life of local residents. Addressing these differing objectives of metropolitan tourism makes the management of tourism activity complex both in understanding the different social, economic and political processes and the management responses that are appropriate within a multi-stakeholder environment.

One of the realities of tourism in general, and metropolitan tourism planning and management in particular, has been that with the widespread growth of tourism in many metropolitan areas there still exist significant pockets of poverty. In many cases we see poverty juxtaposed with high profile tourism developments. While there have been instances where metropolitan tourism strategies have focused on economic and socio-cultural urban regeneration, most have not truly focused on benefiting the disadvantaged such as the poor. This is a challenge that cannot be ignored.

Managing Metropolitan Tourism

In order to meet the various objectives of metropolitan tourism and to enhance the positive impacts and reduce the negative impacts of tourism this publication has argued that it is essential to use an integrated and structured approach to tourism management. The framework put forward in this publication attempts to logically and systematically capture the multitude of factors, influences and processes which affect the development of metropolitan tourism. It is not our intent here to repeat the discussion presented in earlier sections of the book but to summarize by saying that it is important first of all to understand the larger policy, planning and development context of metropolitan tourism. Tourism is but one of many functions and concerns within metropolitan areas and it is important that tourism planning and management effectively integrate its concerns and methodologies with those of the larger urban management and government structures. Without this integration metropolitan tourism development will not be seen as one of the key strategies in metropolitan growth management and development.

A second overarching issue is the need to ensure sustainability and responsibility as defined in this publication. It would be unacceptable given our understanding of the larger processes of metropolitan growth as well as the impact of tourism not to see sustainability and responsibility as essential elements

of the metropolitan planning and development process. An important dimension of this set of sustainability considerations is the need to ensure that not only does tourism directly benefit the disadvantaged sectors of the metropolitan area but at the same time does not create negative impacts such as increased housing costs or displacement.

Clearly marketing and product development are essential for metropolitan areas to maintain their distinctiveness and therefore their competitive edge. Metropolitan areas, especially in developing economies, have become much more sophisticated in better understanding market research, how to apply this to the product development process and to create experiences that are unique and authentic to their destination. However, much of the marketing literature has yet to adapt to the complexity of developing marketing and product development strategies in the policy and planning setting of metropolitan areas, especially in developing economies.

Maintaining effective stakeholder organizations and processes are an important part of sustainable development and by extension of the metropolitan tourism planning and management process. The tourism planning process needs to further refine and develop stakeholder models that are reflective of the complexity of many Asian metropolitan areas. This is especially true when one considers the national role that many of these areas play in fostering development and international positioning.

The provision of basic services and infrastructure in many developing metropolitan areas is still in its infancy. While clean water, transportation infrastructure, solid waste management and pollution control are well accepted as essential elements of urban development in developed economies they are still in the very early stages of development in many Asian metropolitan areas. The introduction of tourism as another factor within the larger matrix of planning and management makes this provision of services and infrastructure more complex. The international visitor now assumes a basic level of safety and security from metropolitan services and infrastructure and without these the success of certain metropolitan areas will be challenged in the future.

As congestion continues to grow in many of these destinations managing the visitor experience becomes increasingly important. Given the different motivations and life experiences of visitors it is essential to help them to understand the potentials of a complex metropolitan area if they are to get the full value of their stay. In addition the public and private sectors must ensure that tourism does not negatively impact the quality of life of residents. Visitor management techniques can help to ensure minimal negative impact.

Metropolitan Tourism Planning and Policymaking

While it can be argued that there is a need for increasing sophistication in all aspects of metropolitan tourism management it is evident that without a better understanding of tourism planning and policymaking at the metropolitan level it will be difficult to achieve sustainable growth. Very few planning or tourism schools incorporate the metropolitan tourism planning and policy process. Many schools focus on hospitality with far less emphasis placed on tourism planning. This is not to say that there are not programs concerned with this dimension but generally policymaking and planning are neglected in the development of future practitioners. It is certainly the case that very few people now involved in guiding metropolitan tourism have formal training in the area. Very often they come from the marketing and product development fields. It is clear that the strategic critical thinking and analysis skills of the planner are essential in dealing with the complexity described above. The first challenge therefore is to ensure that metropolitan tourism planning and development is introduced into the curriculum of tourism schools. It is equally important that the officials concerned with the metropolitan planning process have opportunities for capacity building in order to be effective leaders in ensuring competitive and successful metropolitan tourism.

The planning and policy process in tourism is complicated by the fact that the tourism industry is primarily a private sector operation, comprised of numerous private sector enterprises of different sizes. In fact, the tourism industry is not one industry but actually a group of industries including transportation, accommodations, food, tourism services, logistics and so forth. It is therefore important that the policy and planning process take into account the varied activities as well as the motivations and objectives

of these different tourism and hospitality sectors. Many of these industries are organized around associations which in themselves produce another set of stakeholders that must be incorporated into the decision-making and consultation process.

Increasingly civil society groups such as consumer or environmental groups are becoming influential in metropolitan tourism policy and planning, especially in the location of developments or in the conservation process to save landmarks and monuments. While in most developing economies the strength of these organizations is still relatively weak, increasingly these special interests are becoming more powerful. Balancing off these public interests with those of the private sector will require increasingly sophisticated consultation and decision-making models.

The UNWTO working with academic as well as public and private sector groups needs to establish a field of metropolitan tourism planning and policymaking. This increased recognition must include the fact that public-sector intervention is important to anticipate and regulate change in the overall metropolitan as well as tourism systems, promote orderly development, increase the social, economic and environmental benefits and decrease or eliminate the costs of the tourism development process.

According to Peter M.C. Hall it is well recognized in the case of metropolitan areas that, "Planning for tourism therefore occurs in a number of forms (e.g. development, infrastructure, land and resource use, organization, human resource, promotion and marketing); structures (e.g. different governments, quasi-government, non-government and [private] organizations); scales (international, transnational, national, regional, local, site and sectoral) and over different timescales (for development, implementation, evaluation, satisfactory fulfillment of planning objectives)". This view of planning needs to be seen as the benchmark in all aspects of metropolitan areas.

As the economic events of 2008 and 2009 have clearly identified, tourism planning and policymaking have to encompass a forward-looking understanding of a range of environmental, social and economic considerations which influence tourism. In many spheres of economic activity metropolitan areas are at times less vulnerable to global changes given their more complex economic and commercial structures. As with many other types of tourism it is evident that tourism planners and policy makers have little control over most of these global

events and therefore uncertainty, and at times turbulence, will be an ongoing reality in tourism planning. While tourism planners cannot affect these global events, they will need to be agile, flexible and innovative in their planning and policymaking activities. Very often governmental structures, especially in complex metropolitan environments, are ill-suited to dealing with this type of change. Without flexible systems that can quickly readapt themselves to changing conditions it will be very difficult for some metropolitan areas to remain competitive within world tourism.

The open nature of the metropolitan tourism system also poses major challenges for tourism planning and policymaking since it is difficult to define the boundaries of tourism, given that it diffuses through the entire metropolitan economy. Given this reality and difficulty it is however important to have planning and policy structures that are substantial and long standing.

In the development of Asian-based techniques and approaches it must be understood that tourism planning and policymaking have a number of possible roles including the following characteristics:
◆ Structures and decision-making processes that can identify innovative and realistic approaches to:
◆ Marketing
◆ Product development
◆ Managing stakeholder groups
◆ Providing a wide range of services and activities
◆ Ability to adapt to the unexpected in:
◆ Global and regional economic conditions
◆ Forecasting the energy supply and demand situation
◆ Changing values and lifestyles
◆ Maintain uniqueness in:
◆ Natural features and resources
◆ Local cultural and social fabric
◆ Local architecture
◆ Historical monuments and landmarks

- Local events and activities
- Parks and outdoor sports areas
- Ensure desirable outcomes such as:
- A high level of awareness of the benefits of tourism
- Clear and positive images of the metropolitan area as a tourism destination
- An effective industry organization
- A high level of cooperation among individual operators
- Avoid undesirable outcomes such as:
- Friction and unnecessary competition between individual tourism operators
- Hostile and unfriendly attitudes of local residents towards tourists
- Damage or undesirable permanent alteration of national features and historical resources
- Loss of cultural identity
- Loss of market share
- The commodification of unique local events and activities
- Overcrowding, congestion and traffic problems.
- Pollution

This long list is provided to demonstrate the complexity of planning for metropolitan tourism. It must be understood that the task of integrating various elements of the tourism system into implementable policies and plans is undertaken by different organizations and interest groups. The coordination of various initiatives is therefore an essential part of tourism planning and policymaking.

These groups and organizations range from those at the national level where statutory government bodies usually in the form of a national tourism organization have the responsibility for policy, planning, development coordination, statistics and research, industry standards and regulations, investment incentives, some marketing services, tourism manpower planning and training and provision of tourism infrastructure. At the metropolitan level tourism plans are often developed based on the framework created by these national tourism plans. It must be understood that the relationship between national governments and metropolitan entities varies from country to country.

As was mentioned earlier, it is important to remember that metropolitan governments get involved in tourism development for a number of reasons, including the following:

◆ To encourage regional or local economic development
◆ To diversify the economy
◆ To maintain or increase income levels
◆ To maintain or increase revenue from taxes
◆ To generate new employment opportunities
◆ To ensure that the well-being and health of the individuals involved is protected
◆ To promote greater cultural awareness of an area and its people
◆ To undertake stewardship of environment and tourism resources
◆ To ensure that the agents of development do not destroy the future basis for sustainable tourism development
◆ To further political objectives
◆ To control the development process associated with tourism.

A central function therefore of managing metropolitan tourism must be to ensure that there are mechanisms and methodologies to deal with the wide range of stakeholders that are an intrinsic part of metropolitan tourism planning and to ensure that multiple and complex goals and objectives can be met.

THE FUTURE

As has been discussed previously there can be no doubt that metropolitan areas will continue to grow – many at an ever-increasing rate. These metropolitan areas will exercise ever more influence not only on their immediate hinterland but nationally and internationally. This is true in all areas whether they be cultural, economic, social and environmental. While there is increasing understanding of the nature of the metropolitan challenge there is still a great deal to be done in many of the metropolitan areas in emerging economies if they are to achieve sustainable and responsible futures. What is exciting on one hand and daunting on the other is the fact that there are a great many metropolitan areas which have yet to position

themselves effectively within international or national levels of metropolitan tourism. This is especially true in China where there will be a unique situation where a large number of metropolitan regions will be seeking to develop their tourism potential. India is in a similar situation where large metropolitan areas are developing and will increasingly be looking to tourism as one of the pillars of economic and cultural development. Evermore challenging are some of the metropolitan areas in less developing economies that are not growing economically as quickly as India and China and yet could significantly benefit from higher levels of tourism visitation.

There has been a great deal written about the future of tourism. The economic crisis of 2008/09 will require that many of the forecasts for growth will have to be carefully reassessed at least in the short term. There can be no doubt that in the medium to long-term tourism will return to a higher level of success. In January 2009, UNWTO organized an international seminar entitled "World Tourism: Responding to the New Challenges in the Global Economy" where a number of conclusions were reached about world tourism. As many commentators have concluded and confirmed in this seminar, the future is going to be very different. Innovation and creativity will be needed to help guide tourism. No longer will past practices be sufficient in responding to the global challenges. In an industry very much guided by a set of what are now outdated practices this will be a significant challenge.

Driving Forces

If the definition of the future of tourism was difficult in the past it is going to be ever more challenging in the future, given the high level of economic and geopolitical uncertainty and turbulence.

There are however, some areas where we can feel more assured about their impact on metropolitan tourism growth including the following:

◆ A continuing opening up and growth in the airline sector. This will provide tourists with increasing opportunities to visit metropolitan areas both from the perspective of capacity as well as cost. The role of metropolitan areas as hubs will increasingly focus attention on these urban areas as an important part of the overall tourism infrastructure.

◆ There will continue to be political instability certainly into the medium term that will adversely impact some metropolitan areas while providing opportunities for others. This is especially true in some of the emerging economies.

- The Internet, travel technologies, and different forms of media will continue to provide visitors with increasing information and choices.
- Despite the economic downturn of 2008/09 the middle class in Asia will continue to grow, providing new opportunities for metropolitan areas to attract new visitors.
- In several source markets the population will continue to age. This has a number of demographic and economic impacts that have been discussed in detail elsewhere. Metropolitan destinations will have to understand the demographic changes as they produce new products and experiences.
- Energy futures are at best uncertain. There can be no doubt that energy prices will rise, impacting source markets.
- Not only will the populations in source markets as well as nationally be changing in terms of age but there will be ongoing changes in the values, needs, motivations and lifestyles of the younger generations. Early indications are that these travelers will be different than those in the past, making market research ever more important to ensure the fit between products and experiences for these new travelers.

International, national and metropolitan area organizations and governments will have to work together to effectively understand how these forces will affect tourism in metropolitan areas.

CONCLUSION
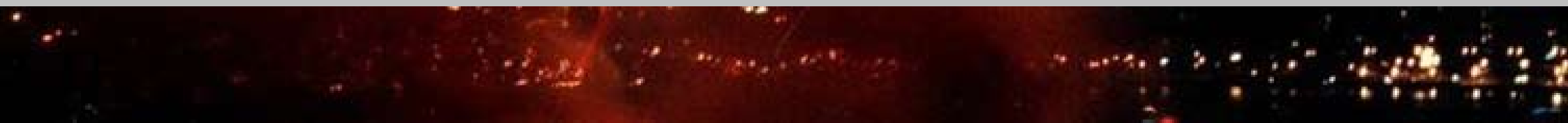
Other than at the national scale, metropolitan tourism provides all sectors of the tourism industry in both the public as well as private sectors with incredible challenges. Uncertainty, turbulence, widely varying objectives and motivations, changing demographics, an uncertain economic future and increasing competitiveness all require strategic metropolitan tourism management, planning and policymaking. The challenge is ever more complex because of the incredible growth and complexity of Asian metropolitan areas.

This section has in effect been a call for action in many different areas of inquiry and practice. Short-term specific and actionable initiatives could include:

◆ Applied research in the management of emerging metropolitan tourism destinations designed to fit with different political and decision-making structures. The models we presently have are largely focused on market-based Western type economies and at times are not well suited to the nature and complexity of decision-making in many Asian metropolitan areas. This work should look at the means of integrating the management of metropolitan tourism within the larger policy and planning context of metropolitan areas. The approach should have a strong social, economic and cultural development focus with particular emphasis on poverty reduction. Starting with China would seem to be an obvious choice.

◆ Using the work of Korea, Singapore and now Thailand to develop creative industries models that can help to support innovative tourism development in metropolitan destinations. The relationship between tourism and the creative industries is not as well understood as it could be and will be seen as a major force in ensuring competitiveness.

◆ Training in overall metropolitan tourism management for a wide range of stakeholders with a particular emphasis on key public officials, not only in tourism but within the larger urban management structures.

◆ Training in product development. While many public officials and other stakeholders talk about this quite freely it is our observation that few officials understand what product development means in its comprehensive sense.

◆ The development of more sophisticated approaches to protect and interpret both tangible as

well as intangible heritage resources within a tourism context. Doing this at the metropolitan scale pro vides a new level of challenges and opportunities. The intangible dimensions of heritage/culture are of particular importance.

- ◆ Helping metropolitan tourism destinations to tell their unique story is of utmost importance.
- ◆ Training and development work in metropolitan tourism branding must be seen as a priority in order to ensure that metropolitan areas are more sophisticated about how they position themselves.
- ◆ Training and development work that links the creative industries with tourism.
- ◆ The immediate establishment of a metropolitan tourism management knowledge portal that would bring together research, best practices and benchmarking knowledge. One of the functions of the portal would be to manage the information in such a way as to make it user-friendly with special consideration for those whose first language is not English.

We trust that this publication will contribute to the debate on managing metropolitan tourism. As stated in the introduction it is seen as a living document that must be regularly updated to reflect new ideas and practices.