

Towards Destination Stewardship

Achieving Destination Stewardship
through scenarios & a Governance
Diagnostics framework



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EXECUTIVE SUMMARY

In the wake of the COVID-19 crisis, Travel & Tourism has a real opportunity to help drive recovery and fulfil its potential as a key sector in our transition towards a greener and more equitable society and economy. To do so, we must be destination stewards, and ask - in the spirit of President John F. Kennedy's timeless call - not what our destinations can do for us but what we can do for our destinations.

"Destination stewardship" is an approach that **balances and meets the needs of a destination and its communities**, and operates with legitimacy and consent under a participatory governance model. It requires a clear mandate, good knowledge and data and the identification of mutual interests and priorities, particularly between the public and private sectors.

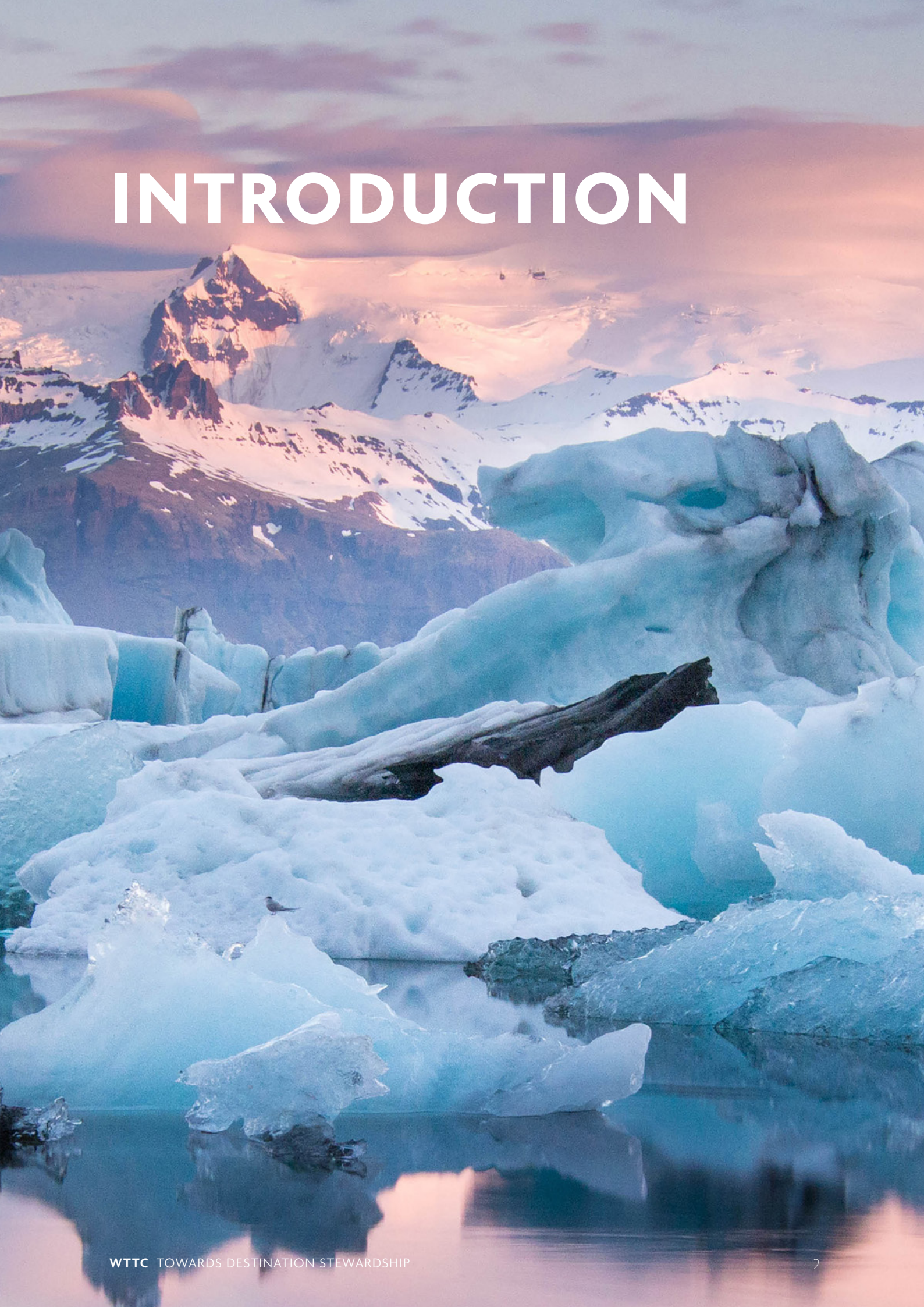
In recent years there has been a growing need for, and interest in, greater stewardship, accelerated during the COVID crisis, and driven by factors including, among others, the increase in sustainability awareness and requirements, smarter tourism development and management for both tourists and residents, a rising call for social inclusion, new enabling technologies, a growing need for resilience and increasing governmental interest in destination governance. However, progress towards destination stewardship is by no means assured; it is imperative to ensure that sustainability does not fall from the priority list once normal operations resume. A reset based on structural changes to how tourism is governed, can help protect our future from that eventuality.

To succeed, destination stewardship requires full public-private-community collaboration. In this context, this paper presents **four Destination Stewardship scenarios** based on different levels of engagement from the public and private sector. The scenarios serve to support destination stakeholders in assessing their current context and the pathway towards greater stewardship. A **Destination Stewardship Governance Diagnostic framework** is built on the scenarios to support its stakeholders in considering how to move along that pathway, identifying the key aspects of governance that are either facilitating or frustrating a destination stewardship approach, and the required actions and resources to achieve an improved scenario.

Moreover, the scenarios and diagnostic framework support stakeholders to come together to debate and scrutinise how tourism is managed in a way that meets the needs of the destination, casting new light on the barriers and opportunities for greater destination stewardship.

This paper is for everyone in Travel & Tourism but will have the greatest practical application for organisations such as Tourism Ministries and Destination Management Organisations (DMOs) that seek to **better understand how changes in governance structures could support greater destination stewardship.**

INTRODUCTION



Destination stewardship

can be defined as an approach to destination governance that seeks to balance and meet the economic, environmental, and social/cultural needs of a destination; whilst operating within a legitimate governance model with active participation from the public and private sectors, as well as the local community.

In the decade prior to the COVID-19 pandemic, Travel & Tourism growth outpaced the global economy. Between 2015-2019 the sector created 1 in 4 new jobs, and in 2019 it supported 1 in 10 jobs and generated 10.4% of global GDP¹. Although COVID-19 was devastating for the sector, it will recover. People dream of discovering the world near and far more than ever before, and will once again travel when it is safe to do so. **The question is not if the sector will bounce back but when and how, or better yet, bounce forward.**

This unexpected pause enabled a rethink of Travel & Tourism. The previous reality of continuous growth, high volumes, small margins, limited financial reserves and, at times, insufficient regard for the needs of destinations and communities was already the source of challenges in some destinations². Travel restrictions highlighted the implications of a world “without” tourism. While some welcomed the chance to experience their hometowns and cities without crowds, many more lamented the faltering and collapsed businesses and the associated socio-economic costs.

COVID-19 cemented the need to find a new balance in every facet of our lives, including travel, with recent surveys revealing that people are increasingly looking for authentic and low-impact holidays, away from crowds³. As the sector plans for the future, many organisations are embracing a more socially and environmentally conscious approach, not only on ethical grounds, but also based on the business case, as they respond to market demand and government policies.

Emerging in recent years as a concept **embodying sustainable and responsible destination management, destination stewardship is based on the responsible use of shared or ‘common pool’ resources, which provide diminished benefits if each individual pursues their own self-interest**⁴. In Travel & Tourism, common pool resources effectively make up the destination, including natural habitats, historical monuments, water and energy, public spaces, infrastructure, and social and cultural capital. For sustainable destination development, a system of stewardship that monitors and manages the demands of visitors and residents on shared resources is needed, to ensure they are shared equitably among those who require them for their everyday needs, while protecting their quality and availability for future generations^{5,6}.

Destination stewardship requires a shared understanding of the common good, and effective platforms for collaboration with shared objectives and measurements of success that go beyond traditional growth metrics, such as visitor arrivals and overall spend. These new models of collaboration must deliver on market expectations and support the needs of host communities. Public-Private-Community (PPC) approaches present great potential but are often hampered by governance flaws that prevent better **co-management of tourism to operate efficiently, effectively, and transparently**, thereby generating legitimacy and trust.

Historically, tourism has not had the policy attention it deserves; at times leaving the industry frustrated at the low priority given to its issues by governments and at others, allowing the private sector undue influence over tourism development. Yet **COVID-19 moved Travel & Tourism up the political agenda, demonstrating the co-dependence of governments and their visitor economies**. The private sector needs government support to weather the crisis, and the public sector cannot afford to let the private sector fail. Even post-COVID-19, risks will remain present, including future pandemics, geo-political uncertainty, dwindling resources and climate change. As such, it is critical to develop effective governance models for Travel & Tourism to ultimately ensure the sector has a seat at the table in government to inform decision-making, which is vital for **the development of sustainable, inclusive and resilient destinations**.



FORCES DRIVING CHANGE: TRIGGERS & BARRIERS

TRIGGERS OF DESTINATION STEWARDSHIP

Destinations that proactively respond to the following ten trends and move towards more effective and integrated governance models will set themselves apart, ensuring a sound footing for sustainable tourism growth:

1. Managing supply and demand

The surge in tourism demand over the last decades coupled with growth-focused policies resulted, at times, in unregulated growth. Phenomena, such as the sharing economy and overcrowding, have generated debate on how to balance tourism's socio-economic impacts, and how to develop services and facilities that can be accessed fairly by both visitors and residents.

2. Increasing sustainability awareness and requirements

The growing calls for a global transition towards a climate neutral, green economy, and international commitments such as the Sustainable Development Goals and Paris Agreement, have put Travel & Tourism under the spotlight. The sector can play an even greater role in this transition. Sustainability efforts will be enabled by affordable green technology solutions, the emergence of the circular economy and the zero-waste movement, renewable energy subsidies and lower tariffs for sustainable products⁷.

3. Evolving visitor economy

Destinations are increasingly focusing on the visitor economy and taking a visitor's perspective on the management of destinations through multi-stakeholder collaboration to create meaningful touchpoints along the customer journey⁸. An integrated approach that connects the visitor economy to a range of verticals, for instance shopping, gastronomy, health, sports, and is mindful that "a better place to live is a better place to visit" helps tourism to support facilities or amenities that are used by tourists, other visitors, and are also highly valued by residents.

4. Shifting definitions of success

With growing sustainability awareness, the sector must adapt its definitions of tourism success, particularly as it shifts from volume to value⁹. Leading destination tourism strategies now explicitly reject unmanaged growth as a goal that is incompatible with finite resources. Instead, they seek to understand their visitor carrying capacities and impacts, and maximise the benefits whilst minimising the burdens on their communities and resources.

5. Increasing governmental interest in destination governance

Government intervention, particularly fiscal and regulatory, is on the rise as destinations seek to capitalise on growth while managing its impacts¹⁰. There is an increased recognition of the need for collective accountability of shared destination resources and assets. This has also spurred new partnership eco-systems at various levels, from international to local, with an emphasis on increased community involvement and co-creation in destination development¹¹.

6. Placemaking

Placemaking is an increasingly popular approach to the planning, design, and management of public spaces, with a focus on the use of investments and interventions to create good places to live and visit for residents and visitors, and in the process enhancing the sense of place, identity, liveability, and vibrancy, as well as the economic opportunities. Travel & Tourism has great potential to contribute to placemaking strategies and support the vision of a place, which in turn can enhance the destination's brand and contribute to an enhanced visitor experience.

7. Achieving smarter tourism development

Smart destination management integrates human, infrastructural, social, and entrepreneurial capital with a coordinated use of smart technology¹². While smart technology is often most prominent for physical infrastructure, increasingly there are applications for soft infrastructure, such as open information and smart governance¹³.

8. Enabling technologies

There has been an acceleration in the use of digital technologies in Travel & Tourism, including the Internet of Things, virtual and augmented reality, cloud computing, biometrics and digital identity, mobile payment solutions, AI and machine learning, amongst others^{14,15}. Technologies can support destination management and improve visitor experiences by facilitating effective tourism flows in real time, crowd control, and product diversification. ►

9. Becoming more resilient

Though Travel & Tourism has historically shown resilience to crises, COVID-19 highlighted the need for enhanced preparedness and resilience, especially through tighter private-public collaboration, to external forces, including shock events such as terrorism and outbreaks, and stress factors like demographics and climate change.

10. Calling for social inclusion

Social inclusion features prominently in the global agenda as well as within the UN's Sustainable Development Goals (SDGs), requiring policies and actions to promote employment, decent work, and fair representation. Travel & Tourism has the potential to further support diversity in its workforce, create opportunities at all levels, encourage entrepreneurialism and ensure residents have equitable access to resources, services, and infrastructure.

To meet these shifting trends, conventional thinking has evolved, advising that Destination Marketing Organisations (DMOs) should widen their scope and become Destination *Management* Organisations. While many DMOs have made the switch in name, structural changes relating to their mandate, organisation, capacity and skillset are needed to effectively operate as management organisations or destination stewards.

More recently, COVID-19 has led to additional forces supporting the shift towards stewardship, notably the need to "build back better". Mobility restrictions, health & hygiene requirements and job protection initiatives all highlighted the importance of Travel & Tourism and the need for public-private collaboration. Indeed, the crisis catalysed unprecedented public-private recovery efforts, locally, nationally and internationally⁶¹⁷, to help manage the crisis and achieve the sustainable and inclusive recovery of Travel & Tourism. Backed by significant economic stimulus packages, supported by technologies to allow safe and seamless travel, with an increased need to manage visitors, particularly due to physical distancing and concerns about crowds. At the same time, in the short term, there has been an increased focus on domestic and proximity tourism, which is driving product and service development that meets and stimulates local demand.

BARRIERS TO DESTINATION STEWARDSHIP

A number of key and interrelated barriers are holding back destination stewardship and diverting resources from collaboration, notably:

1. A fragmented Sector

Travel & Tourism activities and impacts cut across multiple industries and government departments. These operate at many different levels and geographies, all of which can make coordination and collaboration extremely challenging. Even the core roles of developing and promoting tourism products, and managing visitors and their impacts, are usually dealt with by distinct organisations. Public and private sector cooperation is therefore compromised by silo-made decisions and a lack of ownership, accountability or dedicated financial resources, as well as competing agendas.

2. Unclear mandate for destination stewardship

The sector's business model has traditionally rewarded short-term growth (volume) without longer-term community or environmental considerations (value). Beyond companies' own ethical values, there are few requirements and incentives to consider the wider negative externalities of tourism¹⁸, and no clear mechanism to ensure that responsibility is shared. Similarly, DMOs often do not have a clear mandate for considering the impacts of tourism on host communities and the environment; with success often measured by numbers of visitors and overall spend, and with political influence seeking short-term wins and financial gains.

3. Clashing cultures and agendas

Governments and the private sector often speak “different languages”. There can be a level of mistrust between the two, in part because of the dual roles that governments often play between “enforcer” and “facilitator” and their varying priorities. The voice of communities and the destinations’ needs can get lost within this crowded and confused landscape, leading to sub-par cross-sector collaboration, with low-ranking representation, and difficulty in reaching a consensus.

4. Lack of knowledge and data

The impact of visitors is often not accurately measured, with data typically insufficient, incomplete, unreliable, and fragmented. Data is often collected and interpreted for very narrow purposes, hampering efforts to use it for broader analysis. The private sector can be untrusting of government data whilst also reluctant to share its own intelligence and insights. Data robustness is key when attributing cause and assessing the effectiveness of potential solutions. Without it, decisions are made based on narrow parameters and judgement, undermining the chances of success.

Governance and collaborative partnerships are extremely complex. Indeed, the challenge of engaging a multi-sector, multi-layered and diverse group of stakeholders with mixed and potentially conflicting agendas is not to be underestimated. The purpose of this report is to offer four scenarios and a diagnostic framework to help stakeholders build/optimize the necessary governance structures, that will underpin increasing levels of effective collaboration.



THE BENEFITS OF A DESTINATION STEWARDSHIP APPROACH



To achieve Destination Stewardship, cooperation and a shared vision among stakeholders of the future of tourism and the destination are prerequisites. Indeed, destination stewardship can only thrive with the commitment of a wide range of actors and the engagement of both the private and public sectors. Such engagement implies an interest in shaping and leading on the destination’s priority issues and collaborating with the local community, in line with the triple bottom line, of people, planet and profit.

Ultimately, **those that take a collaborative approach that builds on the principles of destination stewardship are more likely to succeed in developing resilient, inclusive, and sustainable destinations.** While those with low engagement will likely “bounce back” into old routines and practices post COVID-19, those with full engagement will be able to “bounce forward” into new territories of responsible and regenerative tourism. Still, good intentions do not always produce good results, requiring effective governance models to translate engagement into meaningful action.

The benefits of a destination stewardship approach for the public and private sectors, as well as local communities are summarised below, and delved into in the following section.

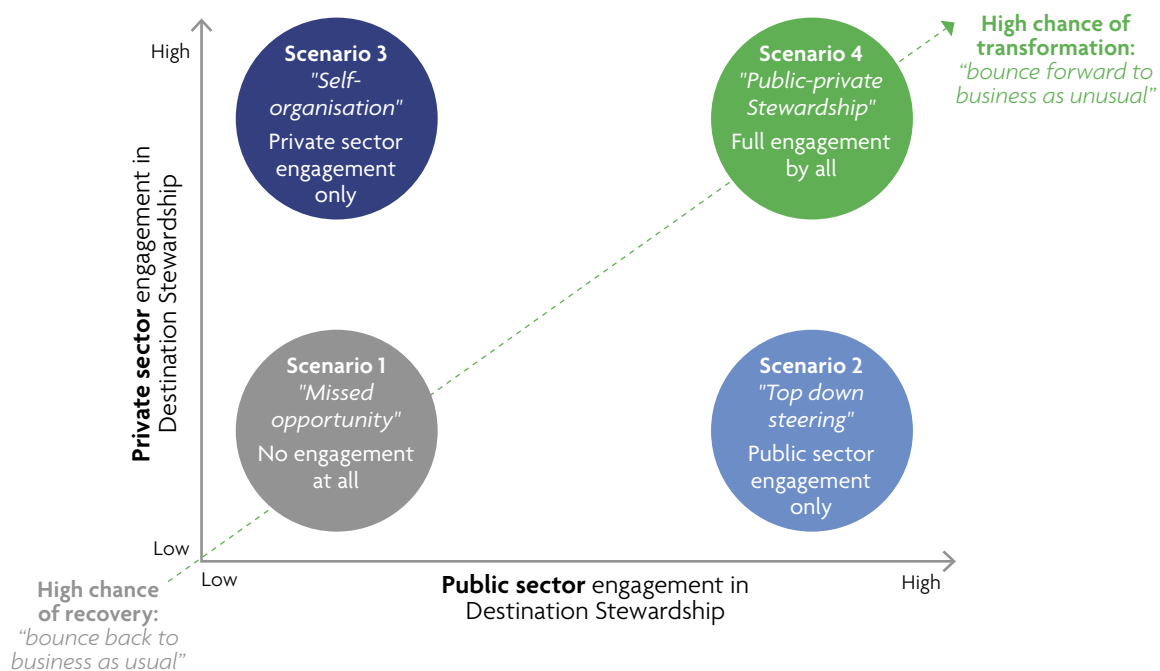
Private Sector Benefits	Public Sector Benefits	Community Benefits
<ul style="list-style-type: none"> • Compete on a level playing field • Receive government support • Connect with destination needs (CSR) • ‘Coopetition’ with other businesses for mutual benefit • Protected products and investments as destination quality is preserved • Access to new, innovative or authentic products • Positive community relations • Less - or more efficient - regulation • More resilient supply chains • Positive customer experiences • Networking opportunities 	<ul style="list-style-type: none"> • A mandate for destination management • Shared resources/ accountability • Positive community relations • Private sector commitment to changes • Backing for investment in new infrastructures • Successful diversification of products and markets • A more resilient visitor economy • Enhanced destination image • Improved liveability 	<ul style="list-style-type: none"> • Strong voice in development processes • Improved quality of life • Diverse amenities • Inclusive opportunities for employment and entrepreneurialism

DESTINATION STEWARDSHIP SCENARIOS



The destination stewardship scenarios offer four possible and plausible scenarios based on the level of engagement and interest in stewardship shown by stakeholder groups. For each scenario, a storyline is presented on how the varying degrees of engagement influence any potential shift towards destination stewardship (scenario 4) and, as such, shape how the recovery of tourism after COVID-19 might play out. The scenarios are not mutually exclusive, exhaustive, or prescriptive, with each scenario coming with both opportunities and threats.

Although different aspects of destination management will have different levels of engagement within a destination, and enable generalisation regarding broader public-private engagement, a deeper reflection on specific elements will offer more meaningful insights. The scenarios can support stakeholders to map their current situation, by assessing the extent to which the private and public sectors embrace the ideas and practices of destination stewardship. They can also help define the preferred scenario as well as the more realistic scenario and those to avoid.



THE 4 SCENARIOS:

Scenario 1 'no engagement' is, from a destination stewardship perspective, the worst-case scenario with many missed opportunities to enhance tourism for all. This scenario may be most plausible in emerging destinations or on emerging issues within established destinations.

Scenario 4 'full engagement' may be more appropriate for issues that require significant effort or even transformational change. This scenario calls for the greatest need for change, with new governance models and innovation in tourism product, tourism policies and tourism practices. Once full engagement is achieved, it may be maintained as the win-win benefits of destination stewardship are realised.

Scenarios 2 and 3, where engagement is one-sided, may suffice where the trends described are shaping developments and steady progress needs to be maintained. Scenario 2 (public sector-led) may be best imagined in destinations which are struggling with certain issues and that need adjustment strategies, while scenario 3 (private sector-led) would be dominant in situations where there are market-driven cost efficiencies or consumer benefits e.g. energy efficiency, avoiding single-use plastics, CSR projects etc.

SCENARIO 1:

No Engagement- *A missed opportunity*

Public sector: In this scenario, Travel & Tourism remains a fragmented policy domain. Mistrust and lack of collective accountability over destination resources and assets can be key barriers to effective cooperation between the public and private sectors. Due to lack of capacity, and human and financial resources, the speed of tourism development outpaces the sector's ability to adapt existing regulatory frameworks. Previously developed sustainability-focused intervention strategies, such as visitor spread, zoning and tourism taxes, remain in place or are gradually implemented but, due to a range of competing agendas, the implementation and enforcement of these actions and the evaluation of their impact remains challenging. As the adoption of innovative technologies and partnerships are not, or are minimally, facilitated by public authorities, the sector remains poorly prepared for unforeseen shocks.

Private sector: The private sector is not cohesive in its approach to limiting negative externalities, with its emphasis remaining primarily on economic growth. The lack of effective governance models urges the private sector to take matters into their own hands, leading to disjointed, unbalanced growth.

Community: Local communities respond with frustration and demand the focus to be shifted to the liveability of destinations. Due to inefficient enforcement or misfiring rules and regulations, tourism continues to put pressure on the use of public space and resources while property prices keep rising, contributing towards the gentrification of neighbourhoods and leading to anti-tourism sentiments.

When might scenario 1 be found:

This is the worst-case scenario but that does not make it uncommon, particularly in emerging destinations where the impacts of tourism are not yet felt or well understood. It is a missed opportunity, as delay in public-private planning at this stage of destination development will narrow options later, when prevention is no longer a possibility and retroactive corrections become necessary.

SCENARIO 2:

Public Sector Engagement- *Top-down steering*

Public sector: In this scenario, the public sector embraces the possibility of transformation post-COVID-19. Despite resistance and/or lack of engagement from the private sector, Travel & Tourism regulation is increasingly adapted to meet current needs and accommodate new business models and cross-sector cooperation. The adaptation of progressive legal and tax systems enhances the evolution of a sustainable visitor economy. Furthermore, community involvement is fostered via the promotion of co-creation. Still, the private sector's lack of interest, or reluctance, to provide first-hand data and information to supplement public data hinders this process.

Private sector: The private sector remains distrustful of the public sector and is inwardly focused. Its lack of engagement with, and at times reluctance towards, tourism policymaking can undermine public sector efforts. While new public intervention strategies intend to facilitate long-term sustainable Travel & Tourism development, the resulting opportunities remain unexploited. Due to lack of engagement, proposed regulations are often burdensome and costly for businesses. Similarly, initiatives brought out by the government to develop new products and strengthen the supply chain are met with frustration, as they have not been developed with market-driven insights. Only early adapters and businesses with strong market power can keep up with the new policies and benefit from the incentives and innovations.

When might scenario 2 be a good fit:

When the private sector requires the public sector to set a level-playing field or act in the interest of the collective, scenario 2 may be a leaner and temporary pathway towards destination stewardship. This can leave businesses to focus on their own operations, until such time that they are prepared to engage more fully in collaborative destination governance. It is nevertheless crucial that the public sector keeps lines of communication with the private sector open.

Community: The public sector's efforts to create liveable and lovable destinations are welcomed by the local communities. The shift towards community-centred Travel & Tourism development enables residents to rediscover and regain their neighbourhoods. As a result, gentrification and touristification has slowed down. This process strengthens community cohesion and enhances the wellbeing of residents. Anti-tourism movements and community activist groups slowly disappear.

SCENARIO 3:

Private Sector Engagement- *Self-organisation*

Public sector: In this scenario, while the private sector takes the lead to address destination issues that are affecting communities and customers alike, the public sector is not willing and/or not able to intervene strongly in the visitor economy.

Private sector: Within the private sector there is a strong sense of self-organisation, self-regulation, and self-correction. The private sector aims to gain maximum support from local communities. Consumers are encouraged to adopt responsible travel behaviours and use their spending power to incentivise responsible businesses. The private sector caters to this demand by offering transparency about impacts, positive and negative, and societal value creation. The need for interventions from the public sector is reduced as the public sector trusts the commitment of industry players, who behave as destination stewards. Consequently, the private sector devises and implements voluntary codes of conduct for the industry to adopt. While this scenario offers freedom, it also carries risks as the commitment to destination stewardship lies entirely with the private sector. Moreover, the lack of public sector engagement means that important public interventions, such as those relating to municipal services and public infrastructure, are missing, and that others may spring up to disrupt the sector's delicate balance.

Community: Civil society seeks to support businesses but only if the private sector adds value to their communities. Knowledge institutions are eager to provide scientific knowledge to help the private sector transform Travel & Tourism. Consumers and residents demand that these efforts address their bigger concerns and are not simply opportunistic and PR focused.

When might scenario 3 be a good fit:

When the triggers for destination stewardship are sufficiently strong to uniformly catalyse private sector destination stewardship, then the public sector may take a back seat and allow the private sector to self-organise. This may be particularly attractive where the public sector does not have the resources to fully engage, perhaps due to other priorities.

SCENARIO 4:

Public & Private Sector Engagement- *Destination Stewardship*

In scenario 4, **all stakeholders are driven by their ambition to act as destination stewards**; using Travel & Tourism not as a goal but as a means for value creation to make better places for visitors, residents, communities, and businesses, also known as regenerative tourism. Destination stewardship becomes a collective process of actors at multiple spatial scales, governmental levels, types of stakeholders, and domains, who are all involved to some extent in placemaking. Together, these actors and their actions form an interdependent multi-level governance system.

Public sector: While in lockdown, the public sector was proactive in supporting the survival and recovery of the sector, as well as in steering and shaping the restructuring of the sector to enhance its resilience. The public sector takes the lead in establishing the necessary governance systems required to create a level playing field for businesses and inclusive tourism planning processes. The contribution of the third sector is sought after by both the public and private sectors as the sector is rebuilt.


Private sector: The private sector acknowledges its responsibility in placemaking; recognising the importance of constructive engagement with the public sector in advising on and complying with policy and planning frameworks to benefit from their application and resulting investments.

Community: Civil society and residents broadly embrace and support tourism development and management, knowing and feeling how they personally benefit from better infrastructure, public spaces and amenities, and better jobs, among others. Trust is enhanced as communities see evidence that public and private actors are aligned and eager to take the community's feedback into account to make their actions more valuable and impactful for residents.

Are there any drawbacks to scenario 4?

Although scenario 4 is undoubtedly the ideal scenario, a key challenge is to set up an effective governance model that delivers concrete returns on investment by translating engagement into meaningful action. If such a model is not developed, stakeholders may be discouraged from continued engagement. As such, this scenario requires considerable planning to develop context-suitable governance models, which is addressed in the following chapter.





DESTINATION STEWARDSHIP GOVERNANCE DIAGNOSTIC FRAMEWORK: MOVING TOWARDS THE IDEAL SCENARIO

The governance of a destination, notably, the structures and systems that underpin how Travel & Tourism is managed, can either facilitate or frustrate a destination stewardship approach, even if all stakeholders are fully engaged. The diagnostic framework can assist stakeholders to identify aspects of destination governance that might be strengthened, via a collaborative thinking process. As a “scalable” self-assessment tool, it supports stakeholders in answering governance-related questions that are key to better understanding the current situation related to Destination Stewardship as well as to highlight priority areas and improvement points to move forward. As the framework can be applied for different purposes, it is important to first define the scope of the enquiry, before engaging with the diagnostics by implementing the framework.

A PREPARATION PHASE DEFINING THE SCOPE OF THE ENQUIRY

A well-defined scope will deliver the most useful results for the stakeholders involved. The three-step approach explained below helps users to narrow down the scope.

Step 1 – Define the scope of the issue or destination needs under review

Stakeholders first need to define the breadth of the enquiry: will the focus be on a single issue such as the use of a Common Pool Resource, like a public space or asset that may be raising concerns, or perhaps on a wider enquiry into tourism management and growth?

Issues might be primarily economic (e.g., employment, investment decisions, supply chain related), cultural (e.g., habits, norms, heritage), social (e.g., social cohesion, community engagement) or environmental (e.g., use of natural resources, water, waste and resource efficiency, infrastructure). Whatever the issue, it is best to define it across socio-economic, environmental and socio-cultural dimensions if possible. For instance, waste management may be primarily environmental, but it may also have economic and social dimensions.

Step 2 – Define the scope of the governance system under review

Stakeholders need to define which areas of governance are within scope, for instance whether the enquiry focuses on a vision/plan, a project or programme, an organisation, or a destination network of organisations.

Step 3 – Define who should be involved in the enquiry

Depending on the choices made in the first two steps, users will need to define who should be involved in the enquiry. Stakeholders from a single organisation can use the framework to identify their own understanding of progress on destination stewardship needs. However, the diagnostic structure benefits from collaborative thinking and problem solving, considering public, private and community representation. The framework is especially intended for destinations that embrace co-creation, dialogue, and collaboration.

B IMPLEMENTATION PHASE STEP-BY-STEP GUIDE TO USING THE DIAGNOSTIC FRAMEWORK

Following the preparation phase, the implementation phase requires the **completion of Table 1**. For each column, if relevant, capture the situation for public sector, private sector and third sector and community groups, **using the questions in Appendix 1 as a guide**. Each cell of the table represents an area of exploration that could become very detailed. Once completed, the findings can be summarised in the table.

This is most conducive through a structured programme of facilitated engagement, such as a workshop setting where all the relevant parties are present. Alternatively, stakeholder groups can use the framework separately and merge the results. The answers may reveal significant discrepancies in the views on, and approaches to, various governance aspects. Such discrepancies should be highlighted and explored further, as they may hinder the effective implementation of strategies, plans and projects.

When the Table is completed, it will become explicit whether there is agreement on the reviewed aspects of governance. Specifically, stakeholders should review the outcomes by colour coding the items in the Table, creating a 'traffic light' overview:

- **Aspects color-coded green** (all parties are satisfied/comfortable)
- **Aspects color-coded yellow** (generally satisfied/comfortable but some critical remarks)
- **Aspects color-coded red** (many parties are dissatisfied/uncomfortable).

The overview provides insights into the priority (red) areas that need to be addressed and resolved. Discrepancies in the answers and colour coding indicate areas of complexity which may need further exploration or mediation. For a practical example of how the diagnostic framework can be applied, **please see Annex 2, Amsterdam & Partners.**

Table 1. Destination Stewardship Governance Diagnostic Framework:

ASPECTS OF GOVERNANCE							
	1 Strategic vision	2 Implementation	3 Form of collaboration	4 Resource mobilisation	5 Influence	6 Legitimacy	7 Data & knowledge
<p>Destination needs under review: e.g. state the issue, expressed across socio-economic, environmental and socio-cultural dimensions if possible.</p> <p>Governance system under review: e.g. policy ambitions/objectives, programmes, plans, projects or other initiatives</p> <p>Stakeholders involved: state which public sector, private sector, third sector and/or community members</p>	<ul style="list-style-type: none"> • Do you have a clear, shared vision on the selected issue? 	<ul style="list-style-type: none"> • Institutional frameworks: policies, laws, regulations, ordinances, policy programmes, investment plans/schemes. Projects, initiatives etc. 	<ul style="list-style-type: none"> • Structured coordination: clearly defined organisational structure, tasks & responsibilities • Scope of collaboration: vertical, horizontal, cross sectoral • Formal & informal networks: private sector, public sector, third sector, community, knowledge hubs, politics etc. 	<ul style="list-style-type: none"> • What: money/ funds, time/ FTEs, skills, knowledge • By Who: public sector, private sector, third sector, EU, other • Amount: relatively high/ low, relatively sufficient/ insufficient etc. 	<ul style="list-style-type: none"> • Leadership • Ownership • Control mechanisms • Effectiveness • Impacts 	<ul style="list-style-type: none"> • Mandate • Mechanisms to ensure accountability and transparency • Responsiveness (to the needs of the people) 	<ul style="list-style-type: none"> • Data availability/data quality • Data analysis, skills and capacity • Data management (GDPR, FAIR...) • Reporting, information dissemination protocols etc.
<p>Lines of enquiry to be addressed by selected stakeholders</p>							
<p>Public Sector (prompt: vertical and horizontal, intra and inter, cross dept/portfolios)</p>	<p>Fill in this row based on the public sector situation, using the questions in the appendix as a prompt</p>						
<p>Private Sector (prompt: direct and indirect tourism, supply chain, investors, SMEs)</p>	<p>Fill in this row based on the private sector situation, using the questions in the appendix as a prompt</p>						
<p>Third Sector and Community (prompt: representative groups, direct resident engagement, special interest groups)</p>	<p>Fill in this row based on the third sector and community perspective, using the questions in the appendix as a prompt</p>						



MOVING FORWARD

CONSIDERING NEW GOVERNANCE APPROACHES

Once the different aspects of destination governance have been explored and priority areas identified, discussions can delve into the possible options for improvements. Effective governance models that facilitate destination stewardship will be context-dependent, but there are general approaches that can serve as useful guidance. A range of approaches and actions are explored below which can assist destination stewards; grouped using the same aspects of governance outlined within the Destination Stewardship Governance Diagnostic Framework.

1. Strategic vision

- Develop a resident-centred and endorsed, co-created vision for the future of the destination. See Annex 2 for a case study based on the 2025 vision 'Redesigning the visitor economy of Amsterdam' by Amsterdam & Partners¹⁹. Focus on enhancing places and contributing to liveability, articulating the type of tourism that fits these ambitions. Include new, balanced measures of success/KPIs.
- Invest in organisational structures that stimulate interaction, connectivity, exchange of perspectives and 'strategic storytelling'²⁰ about the futures to achieve and avoid. The outcomes of such storytelling offer valuable input for strategic visioning.
- Seek a mediator/neutral organisation to build consensus and agree priorities across public and private sectors, based on the needs of the destination and the business case, and backed by data.

2. Implementation

- Stakeholders need to actively co-create an enabling environment for the actions of entrepreneurs, notably, institutional frameworks that allow entrepreneurs to pursue their individual goals and contribute to collective goals. Incentives and regulations can be drawn up by governments, but wider stakeholders should be actively involved in the design phases prior to implementation.
- Identify both "quick wins" as well as longer-term priorities for collaboration, to show there is value in partnerships.
- Identify areas where interests naturally align - the "sweet spot".
- Destination managers and tourism planners should work to a balanced set of metrics including key environmental and community indicators as a check on unsustainable and poor-quality economic growth.
- Consider tax breaks with social and environmental outcomes.
- Consider a tax review and revenue reappropriation, to invest in upgrading infrastructure and maintaining assets.

3. Form of collaboration

- Clearly define roles and responsibilities.
- Create linkages between multiple governance levels, multiple policy domains, and multiple types of stakeholders. The diagnostic framework can be the first step in engaging new stakeholders and discussing options for collaborative ways of working.
- Ensure less represented/vulnerable groups are represented.
- Create a "nerve centre"²¹, a team built to reflect real-world needs rather than reflecting the existing organisational landscape, by focusing on priorities and cross cutting issues and having the right representation around the table. It should not just be limited to traditional Travel & Tourism representation, namely tour operators, accommodation providers, venues and attractions and transportation.

4. Resource mobilisation

- Have funds available to engage in strategic visioning, institutional design, and implementation, initiating and reinforcing collaboration and developing data and knowledge.
- Where necessary, reallocate both public and private sector funds from mostly promotion to a balance of promotion and investment in the destination.
- Avoid DMO funding models that are predominantly based on visitor numbers.
- Encourage new types of investment such as impact investing.

5. Influence

- Thought leaders are needed within the various stakeholder groups who embrace the destination stewardship vision and make it their mission to pursue the desired scenario 4.
- Ensure diverse stakeholder groups have access to, and are involved from the start in, plans and process that relate to destination development. In particular, ensure placemaking agencies and managers of Common Pool Resources are represented, alongside more traditional stakeholders.
- Enable tourism management agencies to take ownership of managing impacts by ensuring that, either directly or indirectly by coordinating with other agencies, they have access to key supply and demand levers, such as policies, incentives, regulations, and the necessary data, skills and resources.

6. Legitimacy

- Identify your mandate for prioritising your investments and interventions – for instance science-based advice, political backing, stakeholder engagement, community engagement.
- Be transparent and accountable to communities for protection of destination assets, by considering, for instance, legal protection and enforcement.
- Be transparent and accountable in the way public funds are raised and used. This way both residents and visitors can see the benefits and companies are more inclined to support.
- Create greater transparency and openness with data, and allow benchmarks and comparisons to encourage good practice.

7. Data & Knowledge

- Share data across organisations to enable deeper understanding of the visitor economy and its direct and indirect impacts on other sectors.
- Create data sharing platforms to enable comprehensive knowledge generation.
- Understand impacts of different types of tourism and activities to aid decision making.
- Create a shared destination knowledge management strategy. Consider an early warning system to manage risks.
- Prioritise knowledge that demonstrates attribution – who can or should act, and why? Present compelling evidence to incentivise change by demonstrating results.
- Invest in new staff and skills development, such as forecasting and scenario planning, data analysis, and asset management. Acquire a new skill set of facilitation and consensus building and public engagement.
- Invest in smart data and digital platforms that support visitor management.



LOOKING AHEAD

Travel & Tourism is at a crossroads. As international travel returns, it can bounce back and return to business as usual, which may at times place an unsustainable burden on destinations and communities, or it can proactively **bounce forward and adopt a stewardship approach that balances the needs of visitors with the needs of destinations and residents.**

Old business and governance models will likely hold back new aspirations for destination stewardship. A reset based on structural changes to how tourism is governed, can help protect the future of destinations and the sector. Implementing comprehensive destination stewardship is a significant undertaking with far reaching implications, and frameworks like the Governance Diagnostic framework can provide support to policy makers and destinations in their decision-making around investments in public spaces, digital technology, collaboration, and so on.

Whilst the Destination Stewardship Scenarios and Governance Diagnostic Framework are designed to support stakeholders as they move towards becoming better destination stewards, there is no quick fix nor is there room to ignore the challenges faced by the Travel & Tourism sector. Looking ahead, **destination stewardship will be an essential factor in futureproofing the Travel & Tourism sector and sustainably developing destinations as better places to live and better places to visit.**

ANNEX 1

Lines of enquiry to be addressed by selected stakeholders

1. Strategic vision:

A clearly defined statement of the desired results and outcomes shared by the relevant stakeholders:

- Do you have a clear vision on the selected issue?
- Are the goals and objectives clearly defined?
- Is there a common/shared vision among the parties involved?
- To what extent is there a common sense of urgency among the parties involved?
- Were there sufficient and appropriate opportunities to participate in the development of the vision?
- What adjustments are needed to develop a shared vision?
- Does your vision cover destination needs sufficiently?
- Is your vision aligned with the purpose/scope of the initiative?
- Is your vision realistic?
- Does your vision balance short- and long-term needs, including those of future generations?
- Should the vision be adapted due to changing circumstances?
- Is the vision supported by a wider group of stakeholders?
- Does the vision align with and contribute to a wider placemaking vision?
- Does the vision have clear and balanced measures of success (KPIs)?

2. Implementation:

The form and efficiency of institutional and non-institutional frameworks:

- What is the form of implementation?
- Is the selected form of implementation aligned with other relevant initiatives?
- Is there a concrete implementation programme?
- Who has been involved with the development of the implementation programme?
- To what extent are the choices made in the implementation programme supported by the parties involved?
- To what extent are the priorities of the parties involved aligned in the implementation programme?
- To what extent has the implementation programme been drawn up and implemented transparently?
- Is the implementation programme result-oriented with clear operational goals, activities, and results to be achieved?
- Can the implementation programme be adapted should circumstances change?
- Is there a regular evaluation of whether the activities are implemented according to the implementation programme?

3. Form of collaboration:

The type, structure, and efficiency of collaboration within and across organisations/institutions/etc.:

- Is there a clearly defined organisational structure?
- Are the tasks & responsibilities within your organisation well-defined?
- What is the scope of collaboration among the parties involved (vertical, horizontal, cross-sectoral)?
- Is the scope of collaboration well-defined?
- Is the scope of collaboration sufficient?
- Should the scope be enlarged or narrowed down?
- What is the form of collaboration?
- Who is involved in the collaboration and who should be involved?
- Who decides whether new stakeholders can join the collaboration?
- Is there a formal network that frames the collaboration?
- Is there an informal network that frames the collaboration?
- Is the existing framework efficient?

- Are the tasks and responsibilities clearly defined?
- What are the tasks and responsibilities of the parties involved?
- What changes in terms of task allocation are deemed necessary?

4. Resource mobilisation:

Resource dependencies and the procurement and use of resources:

- What resources need to be mobilised?
- Are there clear agreements on the provision of resources?
- To what extent are the resources linked to the goals in advance?
- How do different stakeholders contribute in terms of resources?
- Are the currently available resources sufficient?
- What adjustments are needed to ensure sufficient resource mobilisation?
- To what extent is there a sense of urgency among the parties involved to make resources available?
- What mechanisms are in place to monitor the efficient use of financial and other resources?
- To what extent are the mechanisms transparent?
- What reporting protocols are in place regarding the use of resources?
- What procedures for identifying, assessing and managing risks are in place?
- Are the procedures transparent and efficient?

5. Influence:

Power relationships and interdependencies:

- Is there a strong leadership from one or more parties?
- Who is taking the leadership role?
- Who should be in the lead?
- What is the role of financial resources in relation to exercising influence?
- Who is taking ownership of the outcomes?
- Are interdependencies clearly understood?
- To what extent is the influence of the stakeholders evenly distributed?
- Are there stakeholders who are more active or have more say than other parties?
- What control mechanisms are in place to ensure accountability and fair representation?
- Are the control mechanisms sufficient?
- What are the consequences of non-compliance with the agreements? Are corrective actions in place?
- What control mechanisms are in place to measure the impact of planned activities?
- Who is responsible for monitoring effectiveness?

6. Legitimacy:

Rightful and lawful actions guided by the principles of integrity, accountability and transparency:

- Is there a clearly assigned mandate to carry out the planned actions?
- What is that mandate derived from?
- What mechanisms are in place to ensure accountability?
- What mechanisms are in place to ensure transparency?
- Are the mechanisms in place sufficient?
- Are the planned activities in line with the destination needs?

7. Data & knowledge:

The collection, analysis and reporting/sharing of data, information and knowledge:

- What data is currently used?
- What data is needed?
- Is the data available?

- Is the quality of the data sufficient?
- Who can obtain the data?
- How is the data analysed?
- Is the analysis sufficient?
- Do you own the skills needed to collect and analyse the data?
- Do you have the capacity to process data?
- What data management protocols are in place?
- What data reporting protocols are in place?
- What information dissemination protocols are in place?
- Are the parties involved open to data and information sharing?
- Is there a dedicated platform to share knowledge among the parties involved?

ANNEX 2

The Framework in practice – Amsterdam & Partners

In developing the governance diagnostics framework, feedback was sought from many individuals in Travel and Tourism (see acknowledgements). The resulting methodology was also tested by applying the framework to the current situation in Amsterdam. Amsterdam is recognised as comparatively ahead in its journey towards destination stewardship and so was felt to be a good testbed for the framework. Furthermore, its destination management organisation, Amsterdam & Partners, had recently published “**Vision 2025: Redesigning the Visitor Economy of Amsterdam**” following extensive consultation and collaboration, and the implementation of the vision provided a focus for the review. Given the work already carried out by Amsterdam & Partners, our initial review was undertaken simply, through discussions and correspondence with key Amsterdam & Partners personnel. A more in-depth approach would be required as a next step, bringing in a wider set of perspectives and more detail, to fully understand the implications of the findings of the review, and ultimately make clear recommendations relating to governance.

Destination needs under review: The future of the visitor economy of Amsterdam and the Metropolitan Region: socio-economic, environmental, and socio-cultural dimensions

Governance system under review: amsterdam&partners (a&p): Vision 2025 and the implementation of the strategies recommended

Stakeholders involved: Public sector, private sector, third sector and/or community members

ASPECTS OF GOVERNANCE

	1 Strategic vision	2 Implementation	3 Form of collaboration	4 Resource mobilisation	5 Influence	6 Legitimacy	7 Data & knowledge
Lines of enquiry to be addressed by selected stakeholders	<ul style="list-style-type: none"> • Do you have a clear, shared vision on the selected issue? 	<ul style="list-style-type: none"> • Institutional frameworks: policies, laws, regulations, ordinances, policy programmes, investment plans/schemes. Projects, initiatives etc. 	<ul style="list-style-type: none"> • Structured coordination: clearly defined organisational structure, tasks & responsibilities • Scope of collaboration: vertical, horizontal, cross sectoral • Formal & informal networks: private sector, public sector, third sector, community, knowledge hubs, politics etc. 	<ul style="list-style-type: none"> • What: money/ funds, time/ FTEs, skills, knowledge • By Who: public sector, private sector, third sector, EU, other • Amount: relatively high/ low, relatively sufficient/ insufficient etc. 	<ul style="list-style-type: none"> • Leadership • Ownership • Control mechanisms • Effectiveness • Impacts 	<ul style="list-style-type: none"> • Mandate • Mechanisms to ensure accountability and transparency • Responsiveness (to the needs of the people) 	<ul style="list-style-type: none"> • Data availability/data quality • Data analysis, skills and capacity • Data management (GDPR, FAIR...) • Reporting, information dissemination protocols etc.



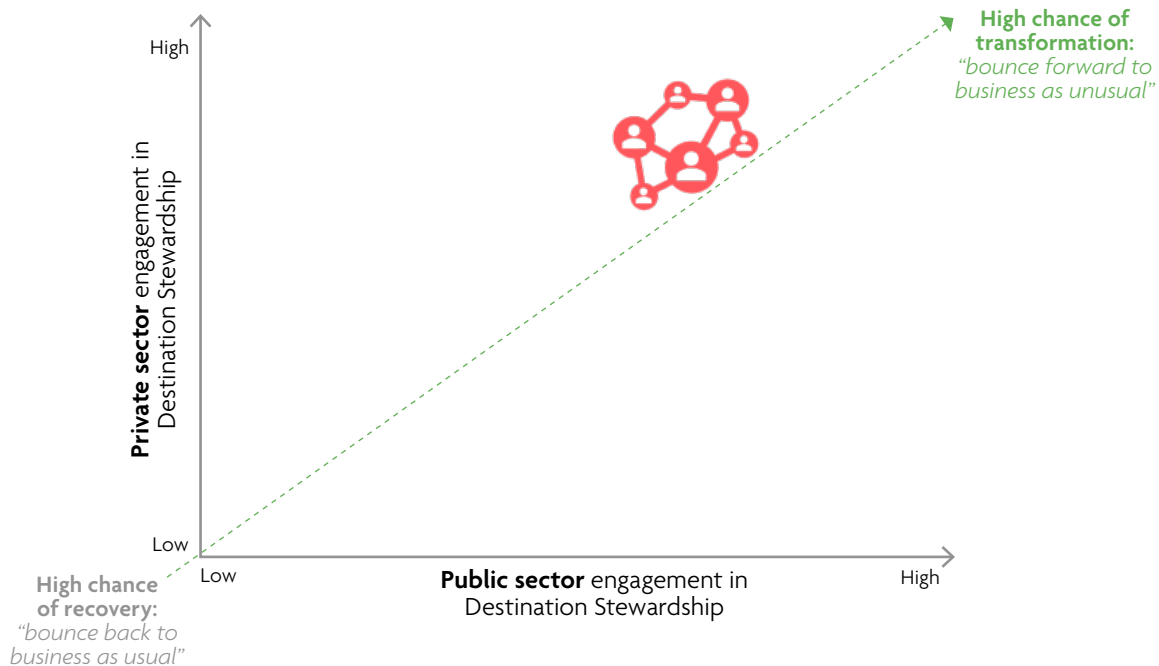
<p>Public Sector (prompt: vertical and horizontal, intra and inter, cross dept/portfolios)</p>	<p>At the request of the Amsterdam city authorities, a&p created a 2025 vision on 'redesigning the visitor economy'. The public sector was involved in the process. The 2025 vision is used as a tool for agenda setting in the realm of politics and policy making. The vision is a result of co-creation and is endorsed by most stakeholders, including the city council. The city council acted as an observer while developing the vision.</p>	<p>As a DMO, creating laws and regulations is not the responsibility of a&p. In the process of creating the vision, a&p held a mediator, advisory role. The 2025 vision is used as a tool for agenda setting, amongst others, to link in with and influence policy and implementation plans of the city government, aimed at the private sector and the local communities. While the activities that are part of the city council plans (action plans and programmes) are under implementation, others are pending.</p>	<p>In the framework of programmes like the City in Balance Program or the City Centre Approach (the two are now merged) a&p collaborates with different departments across the city government: e.g. economic affairs, art and culture, housing and mobility. Interaction happens mainly through structural and formal collaboration. Weekly meetings are held with those involved in the City Centre Approach. The Metropolitan Region of Amsterdam (MRA) platform serves as an other example for structural and formal collaboration.</p>	<p>Public sector funding accounts for 1/3 of a&p's budget while 2/3 is based on commercial income which is considered important for enabling a balanced position. The 2025 vision is ambitious and challenges the available budget. Additional resources are sought after by linking in with public sector policies and programmes. As a consequence of the increased responsibilities that come with acting as a mediator/ advisor, additional resources may be needed.</p>	<p>a&p claims ownership by means of the 2025 vision. The CEO shows leadership which is essential to achieve success. The responsibilities of a&p gradually shift from marketing to management/ development. Implementation such as policies, laws and regulations however, depends largely on the actions of the city council (the vision is endorsed by them, therefore relevant actions are expected to be taken).</p>	<p>a&p takes the lead in future of the visitor economy and forms the link among relevant stakeholders.</p>	<p>a&p is actively looking for partners for monitoring & data collection within the department of data science/ technology and research at the city government.</p>
<p>Private Sector (prompt: direct and indirect tourism, supply chain, investors, SMEs)</p>	<p>The private sector was involved via representatives in the collaborative process of developing the 2025 vision. An estimated 80% of the private sector agrees on the vision. The vision deals predominantly and deliberately with aspects where there is consensus amongst the relevant parties. While negative aspects were also discussed and addressed, further alignment is needed between parties.</p>	<p>The 2025 vision is a tool for agenda setting, amongst others. The action agenda focusing on the pillars of the vision where a&p may take action is partly developed. The action agenda builds on existing action plans (e.g. City Centre Approach) and focuses on a&p's main responsibilities. This aspect requires a systematic approach that allows a&p to take on additional responsibilities, delegating tasks and coordinating actions, without exceeding their available capacity.</p>	<p>a&p is a PPC-model meaning they have close links to the private sector ranging from representatives of MICE, culture (ACI, MOAM, OAM), tourism and other leisure sectors. The conditions therefore are suitable for lobbying (however it is a complex/ challenging position for a DMO to balance the needs of the public and private sectors) The Tourism Task Force that was set up in response to the COVID-19 pandemic is a great example for steering and coordination amongst representatives of both the public and private sectors.</p>	<p>Private sector accounts for 2/3 of a&p's budget. Implementing the vision may require the launch and coordination of new initiatives that bring together key players from the private sector. This may require additional resources.</p>	<p>Private sector is well-organised and involved in visioning. Assigning clear roles for implementing the vision is under way. This aspect requires a systematic approach.</p>	<p>As certain aspects of the vision have not been turned into an action agenda yet, mechanisms are to be developed to ensure accountability and transparency. Mechanisms related to parts of the vision that are being implemented in one of the council programmes, need to be studied in-depth.</p>	<p>a&p has launched tools that can be used by other stakeholders (e.g. visitor survey tool, dashboards). Further actions however are desired.</p>
<p>Third Sector and Community (prompt: representative groups, direct resident engagement, special interest groups)</p>	<p>Representatives from 13 different communities were involved in the process. The vision deliberately and predominantly focuses on the positive aspects of tourism and the aspects where there is consensus. While negative aspects were also discussed and addressed, stimulating good behaviour requires further action and enforcement from both the public and private sectors.</p>	<p>a&p is actively involved with neighbourhood projects that focus on local identity development.</p>	<p>There is both formal and informal cooperation with representatives of communities (ad hoc) and with representatives of the cultural sector (structural). New networks are sought after.</p>	<p>n/a</p>	<p>Communities are well-organised and involved in visioning.</p>		<p>a&p is actively looking for partners for monitoring & data collection at universities (of applied science) and their field labs.</p>

Key Action Points:

- While the vision 2025 document is a result of co-creation and dialogue among representatives of all key stakeholder groups and is endorsed by the majority, it focuses mostly on areas where there is consensus and deliberately avoids issues that may hinder collaboration due to divergent opinions which need to first be addressed politically.
- The vision 2025 document ties in with various on-going programmes run by the city council. Given the synergies between the vision 2025 document and the various programmes, activities that require new or adapted policies by the city council are under implementation, while some of the actions that fall under the responsibility of a&p are yet to be realised and may require additional resources (funding, skills, etc). To launch and coordinate these actions, a&p needs to adopt a systematic approach.
- The role of a&p as a mediator and advisor is remarkable. However, such a role requires additional capacity and resources which may not be readily available.
- As the action agenda for the vision 2025 is not complete, mechanisms to ensure accountability and transparency need to be developed and/or reviewed at a later stage.
- While a lot has been achieved in terms of data collection and analysis, further partnerships are sought after to enhance knowledge creation and sharing.

Position within the scenario cross

There is a high level of engagement from both the private and the public sectors in Amsterdam. While many of the challenges are addressed in collaboration and through dialogue, aspects where there is lack of consensus and agreement amongst the relevant parties require further engagement and cooperation. **The red icon shows the estimated current situation of the destination in terms of stakeholder engagement.**



Endnotes

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