



October 2018
CCDR-LVT
Alexandra Almeida
alexandra.almeida@ccdr-lvt.pt

Rural-Urban Governance Arrangements and Planning Instruments

Strategic Plan for Tourism in the Lisbon Region (PET-RTL)

Lisbon Metropolitan Area (LMA)

1. Overview

The Strategic Plan for Tourism in the Lisbon Region (the Plan), designed for the period 2015-2019, seeks to develop tourism in the Region, by drawing up a strategic plan for the LMA that considers the different realities of its territories, defined in the Plan as Centralities (see below): Lisbon, a strong international brand, well positioned in city or short breaks, with a diversified offer complemented by the neighbouring municipalities, is the leverage of the different centralities.

The tourism-development model is focused on the Region's integrated approach to tourism and aims at improving the diversity of the LMA tourist attractions, valuing the existing assets in the Region. The Plan was developed by two entities: the Regional Tourism Entity (RTE) and the Lisbon Tourism Association (LTA)¹, which involve the relevant stakeholders from the tourism sector (public and private) in LMA.

2. Main Challenges

The Plan introduces a Centrality concept based on common features and elements of identity from a tourism viewpoint. Five centralities are identified in the Plan²: Lisbon, Cascais, Sintra, Arrábida (Arrábida Natural Park and Sado Estuary as aggregated elements) and Tagus Arc (Tagus Estuary as an aggregated element)³. The integrated vision for the Region includes developing these centralities and multi-centrality experiences.

¹ RTE has as mission the valorisation and development of the tourist potentialities of the LMA (it comprises the 18 LMA municipalities, the State Secretary for Tourism, 18 private bodies (eg TAP Air Portugal, travel agencies) and the LTA; LTA is the Regional Tourism Promotion Agency for the Region, responsible for promotion and tourist information of Lisbon (it comprises Public Bodies (eg Municipalities), Business Associations and individual associates).

² Annex 1 - Strategic Plan for Tourism in the Lisbon Region - Centralities

³ Annex 2 – Tagus Arch map

The Plan also introduces the concept of “regional experiences”, which combines assets from the different centralities and reinforces an integrated vision of the Region. The five centralities together provide a comprehensive vision of the Region and its tourism development. Lisbon region is quite diverse in terms of resources and landscapes. The major urban and suburban areas of Portugal are situated next to rural areas with strong primary sector activities. By approaching LMA as a whole, the Plan is boosting the synergies between urban and rural.

The purpose of this new integrated approach is to increase the contribution of tourism to the economy of the Region. The strategic objective of this new concept is to establish and recognise the Lisbon Region as the best European destination for experiencing diversity. According to the Territorial Model defined in PROT-AML, Mafra (considered as an extension of Lisbon centrality), Arrábida and the Tagus Arc are included in the territorial units considered as rural territories, where agriculture and agroforestry are relevant economic activities. The Regional concept enables Lisbon’s current core attractions of short or city breaks to be enhanced, by taking advantage of the Region’s diversity.

3. Main Insights

3.1. Insights related to the broad area of “network governance”

The main objective of the project was to elaborate a strategic plan for the Lisbon Region that would involve the different realities, and it was necessary to develop a broad discussion with public and private entities. The strong participation of the entities involved is highlighted in the Plan, which allowed a good understanding of the challenges of the sector and the reflection on the development of future solutions. The management and implementation of the action programmes is the responsibility of RTE and LTA. To complement these tasks was considered useful to set up an Advisory Board, which was responsible for the implementation of the Plan in compliance with the defined strategy and with the municipal strategic plans for tourism.

The success of the Strategic Plan depends on adapting the existent governance models of RTE and LTA, taking into account the current powers and responsibilities, by incorporating inputs and knowledge of the existing local specificity, and cohering with the local municipal tourism development plans.

3.2. Insights related to mechanisms of cross-sectoral coordination and cooperation

The territorial integrated approach defined in the Plan is based on a model with multiple centralities, by which implementation is ensured through programs horizontal to the Region and specific by centrality. The concept thus encourages experiences linking attractions found in several centralities.

Lisbon is the anchor for the region, as a leading international brand with a highly developed range of attractions. The centralities have distinct anchor products, which reinforces their complementarity and diversity. They are important contributors to the region's tourism development, and will benefit from promoting Lisbon as a European destination for diversity.

Concerning rural-urban relations, the elements of identity and key products in the centralities of Arrábida and Tagus Arc highlighted by the Plan, and considered core tourism attractions, are linked to its rural identity: the Arrábida centrality is focused on nature tourism, wine, cheese and gastronomy, and the core elements of the Tagus Arch centrality are nature, water-based and equestrian activities.

3.3. Insights related to the role of (actual, potential) social, organizational, institutional innovations

The implementation of the Plan is supported by six strategic programmes that encompass the entire region, and five for the specific development of the centralities. For the Region, the programmes consider the Region as a whole, and its development requires joint action by the various centralities, as well as the development of multi-centrality experiences.

For each centrality, the specific action programmes aim to develop or reinforce the existing offer in the components with the greatest impact in the Region. This implementation model requires involving the relevant actors in the territory, thus ensuring the strategic coherence of the interventions. For that, the governance model established in the Plan includes actors from all the relevant sectors: public bodies (local and national level), private companies and associations.

The implementation of both regional programs and those specific to each centrality is the responsibility of the two organizations who developed the strategic plan: *Associação Turismo de Lisboa* (LTA) and *Entidade Regional de Turismo de Lisboa* (or RTE). The LTA is a private association declared of public interest and is composed of more than 800 members, both public and private. The RTE is a public body, having as their "members" the 12 municipalities integrating Lisbon's Metropolitan Area (or LMA). It's also important to mention that the RTE also includes private sector members on its board (Executive Commission).

These two institutions, especially the LTA, are very familiar with working together with stakeholders, independent of the territory or the sector they're coming from (private or public). It is this experience, or habit, that makes possible to have these kinds of implementation programs where many "interests" concur, and not the opposite. It is not the Plan that determines cooperation; it is the existing cooperation that determines the plan.

When putting implementation programmes into practice, both LTA and RTE, easily call on the expertise (and validation) of the required actors. When more than one centrality is part of the program, municipalities or sectoral associations (e.g., hoteliers or restaurants) are expected to participate, whether directly or represented by others. When a more “precise” intervention is needed (like some “multicentrality experiences”, for example) it can happen that we have the contribution of individual private companies and their expertise, as they, in many cases, will be directly benefiting from the implemented solutions. In the programs specific to one centrality, the practices are, more or less, the same.

In terms of validation of the actions taken, it’s important to mention that the boards of both institutions are places where the parts of the territory are represented and where both public and private sectors have a seat. This means that decisions taken there have a high level of consensus and commitment. Maybe it is because of this that both institutions didn’t find necessary, or even useful, to create separate management bodies or managers for each implementation program, like the plan initially suggested.

4. Effectiveness Indicators

The Plan does not have a monitoring system. Therefore, at the moment, we do not have information about its implementation or the effectiveness of its governance model. However, the Strategic Marketing Plan 2015-2019 defines objectives and indicators to be reached by 2019, considering that the Plan aims to raise the performance of tourism to a new level, by diversifying the product and focusing on the promotion of LMA, thus boosting tourism revenue and increasing the economic contribution of tourism to the Region.

In this way, the Strategic Marketing Plan sets as main goal an overall increase in tourism incomes of 5% per year and the improvement of visitor satisfaction, in particular:

- > Reach 10 M overnight stays in hotels by foreign tourists in the Lisboa Region in 2019;
- > Achieve global hotel revenues of 800M€ in the Lisboa Region in 2019;
- > Improve the quality of services offered to tourists, in particular:
 - Improve visitor satisfaction by 2% by 2019;
 - Increase awareness of “Lisboa” brand in priority source markets.

Foreign overnights and global revenues are statistics from INE⁴, collected by this institute on a monthly basis. Both goals were already achieved in 2016 (2017 figures are €11.2 M and €1,067 M, respectively) All figures can be seen at <http://travelbi.turismodeportugal.pt/pt-pt/Paginas/HomePage.aspx>.

⁴ Statistics Portugal: <https://ine.pt>

Visitor satisfaction is measured annually, by the means of a survey to foreign visitors conducted by LTA (3,000 interviews per year). Interviewees are asked to evaluate their general satisfaction with the visit to LMA on a 1-to-10 scale. The goal for 2019 is that 42% of the total answers will be above seven.

Concerning awareness of Lisbon as a brand, this evaluation will be done by comparing two studies – one done in 2013 and the other currently being done (2018). In these studies, (which are carried out by an informal group of European Cities: Amsterdam, Barcelona, Berlin, Copenhagen, Gothenburg, Lisbon, London, Munich, Paris, Vienna and Zurich), the image of each city is surveyed among representative samples of residents (and potential travellers) in the other cities (400 interviews per city) following the methodology of an “Image funnel”. This methodology applies a set of sequential questions: Do you know the destination “X”? Do you find it attractive to be visited? Are you intending to visit it? Have you ever visited it? Are you intending to return?

The goal is that the percentage of positive answers in 2018 should be higher than in 2013, signifying a rise in awareness.

5. Illustration and further information

Strategic Plan for Tourism in the Lisbon Region

https://www.visitlisboa.com/sites/default/files/2016-10/2015_19_Plano%20Estrat%C3%A9gico_0.pdf

<https://www.visitlisboa.com/about-turismo-de-lisboa>

<http://www.ertlisboa.pt/pt/institucional/quem-somos/>

Annex 1 – Strategic Plan for Tourism in the Lisbon Region – Centralities



Source: Strategic Plan for Tourism in the Lisbon Region

Annex 2 – Tagus Arch map



Tagus Arch includes the municipalities of Alcochete, Barreiro, Moita, Montijo, Seixal and Vila Franca de Xira.

**The content of this publication does not reflect the official opinion of the European Union. Responsibility for the information and views expressed therein lies entirely with the author(s).*