

From Integrated Management of City Development to Urban Tourism

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ABSTRACT - Parallel to the deindustrialisation processes of cities at the end of the last century, the positive and negative connotations of the globalisation process have caused cities and urban areas to deal with numerous challenges: unemployment, social stratification, overpopulation, loss of identity, and spatial, transport and environmental protection issues. Strategically integrated management of development improves competitiveness and creates new opportunities of sustainable development in urban centres. In 2015, the UN General Assembly confirmed that culture is a key element for the sustainable development of urban areas, as it unites the economic, spatial and social components. The cultural and creative industries are becoming the main drivers of development. Based on the Local Agenda 21, managing tourism and urban development is supported by strategic planning, management and realisation of sustainable urban development. Integrated urban tourism planning creates new opportunities for the local economy, while also preserves the cultural identity of cities as well as sustainable and inclusive development. In applying a sustainable planning approach, the City of Rijeka is on its way of transforming from an industrial port city to the European Capital of Culture in 2020.

Strokovni članek

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Ključne besede: *celostno načrtovanje razvoja, trajnostni urbani razvoj, kreativna ekonomija, urbani turizem*

POVZETEK - Vzporedno z deindustrializacijo mest ob koncu preteklega stoletja, globalizacijski proces s svojimi pozitivnimi in negativnimi konotacijami je pred mesta in urbana področja postavil številne izzive: brezposelnost, socialno delitev, preveliko naseljenost, izgubo identitete ter prostorske, prometne in okoljevarstvene probleme. Strateško integrirano upravljanje z razvojem povečuje konkurenčnost in ustvarja nove možnosti trajnostnega razvoja urbanih področij. Generalna skupščina ZN je leta 2015 potrdila kulturo kot ključno prvino trajnostnega razvoja urbanih področij, ki vsebuje ekonomsko, prostorsko in socialno komponento. Kulturne in kreativne industrije postajajo nosilci razvoja. Upravljanje s turizmom in urbanim razvojem na podlagi Lokalne Agende 21 omogoča strateško načrtovanje, upravljanje in realizacijo trajnostnega urbanističnega razvoja. Celostno načrtovanje urbanega turizma ustvarja nove možnosti za lokalno ekonomijo, pa tudi ohranitev kulturne identitete mesta in trajnostnega vključevalnega razvoja. Mesto Reka je z uporabo trajnostnega načrtovanja na poti, da od industrijskega pristaniškega mesta postane evropska prestolnica kulture leta 2020.

1 Introduction

Migrations towards urban centres, stimulated by industrialisation during the previous century, create a great challenge for cities today. Globalisation processes, especially economic globalisation, which surpasses the political one, significantly change the role of states, and at the same time put pressure on cities. Nobel laureate Stiglitz (2009, p. 43) believes that “the nation-state, which has been the centre of political and (to a large extent) economic power for the last century and a half has been under pressure today – on one side, by the forces of global economics, and on the other side, by political demands for devolution of power.” The international institutions, created

with the purpose of resolving the above necessary problems, have included all levels, international, national and local (urban) for an effective solution of the consequences of globalisation. According to the data of the European Commission (EC) (<http://ec.europa.eu>), by 2050, 80% of the population will have lived in the EU. That way the cities will become a proactive force of economic, social and spatial solutions, which will offer innovative opportunities for sustainable development and quality of life. The importance and the role of cities in the creation of economic and social processes has already been recognised at an international level through documents adopted by the United Nation (UN): Local Agenda 21 and Habitat III-New Urban Agenda. At the European level, it has been approved through the documents adopted by the bodies of the European Commission: Cohesion Policy 2014-2020 and Urban Agenda for the European Union (EU). In 2015 in Croatia, the Urban Area Development Strategy was adopted in accordance with the Regional Development Act of the Republic of Croatia of 2014 (NN 2014, p. 147). In UNESCO's and UNDP's "Creative Economy Report" (2013), culture was indicated as the key element of sustainable development, because it connects the economic, social and spatial dimension, thereby decreasing negative consequences of globalisation by maintaining local cultures and values. The integrated planning of urban development, wherein culture is the core of creative industries, creates conditions for the generation of new revenue, new jobs and export, quality of life, personal self-respect, dialogue and social cohesion.

The purpose of this paper is to explore and present institutional and legal frameworks, which define the principles and guidelines of the integrated sustainable urban development. The emphasis was placed on resolutions and documents of the bodies of UN, UNESCO and the EU. New trends for the management of urban tourism have been explored in theoretical and expert literature and in documents of the UN World Tourism Organization (UNWTO). The goal of the paper is to compare the aforementioned frameworks with legal, strategic, organisational and institutional conditions in the City of Rijeka. Until the end of the 20th century, Rijeka based its development on industry, port traffic and naval architecture. Culture, cultural and entertainment manifestations had a secondary role in the development of the city. In 2016, Rijeka was chosen as the European Capital of Culture 2020. The subject matter of research are the strategic development documents of the City of Rijeka in the last 10 years. Have the strategic documents created a precondition for improvement in the development strategy of Rijeka? Do the documents support the principles of sustainability and inclusivity? How and in which scopes the culture is included in the development of the city? Descriptive-empirical and comparative methods have been used in the research.

2 Cities – centres of economic and social development

According to the data of the EC (<http://ec.europa.eu>), 72% of the today's population, which achieves over 85% of the EU's gross domestic product (GDP), lives in cities, suburban and other urban areas of the European Union. At the same time,

European cities consume 80% of energy and are also the source of modern economic, environmental, social and security challenges. European cities are faced with issues of unemployment, segregation and poverty, and at the same time they are the centres of European economy, creativity and innovation. Due to the above, urban themes are the centre of the EU's Cohesion Policy 2014–2020. Economic, ecological, cultural, spatial, environmental dimensions define life in cities, and the development goals and challenges can only be met through an integrated approach. Integrated sustainable urban development is based on the principles of smart, sustainable and inclusion society, which derives from the Strategy Europe 2020. The implementation of Strategy requires partnership of civil society, local population, industry and all levels of administration. Integrated strategies for sustainable urban development shall be financed by the European Regional Development Fund with 10 billion Euros, and 750 cities will participate. The Urban Agenda for the EU is compatible with the harmonised working version of the UN's New Urban Agenda, for the period 2016–2036, which shall be adopted in October of 2016.

In accordance with the 2015 Urban Development Strategy in Croatia, the main planned document for the urban area, issues and challenges that urban areas face are not limited to administrative limitations. Spatial complexity requires a multidimensional approach – intra-sectoral and territorial approach, for the purpose of planning common necessities of all the relevant stakeholders. Pursuant to the Regional Development Act (NN, 2014, No. 147), the City of Rijeka, together with Osijek, Split and Zagreb, forms an urban agglomeration.

When facing challenges, cities use different instruments. The integrated approach to development management in the context of contemporary urban challenges is “a location as a product”. Inhabitants, business people, investors, students and other service users, the competitiveness of the location (city, region) are measured by quantitative indicators (GDP) and qualitative indicators (quality of life, atmosphere and image of the location). Širola and Zrilić (2013), in the research of competitiveness of locations in Croatia, indicate the lack of agreement of expert and scientific public about the approach, which further raises difficulties to local government in the selection of the adequate measures. By becoming a member of the EU, the unified approach begins, based on the principles of the Cohesion Policy and the Urban Agenda. “The strategy of the smart city of Dubrovnik – Vision for the future” from 2015 is based on partnership and integrated approach: “integration of all key aspects of development which are upgraded to the vision and the general goal – quality of life of citizens, competitive strength of the economy, long-term sustainability of the environment and of the city” (2015, p. 9).

Due to the process of growing urbanisation on one side, and globalisation, de-industrialisation, political and economic transition, inadequate spatial development planning on the other, cities had to face unemployment, overpopulation, environmental problems, abandoned industrial and port zones. In the United States of America (USA) the first phase of regeneration began in the 60s, and the second phase in Europe in the 80s. “Later, during the 1990s, urban regeneration started in several urban areas,

often densely populated, but facing numerous urban defects. There are plenty of possibilities to intervene with the purpose of urban regeneration, especially in cities where:

- deteriorated and overpopulated city centres require complex urban renovation and reconstruction;
- underexploited urban land on potentially most valuable locations (coastal and port area) requires more effective use of land through recycling of land, additional construction and reconstruction of underexploited coastal area;
- existing deteriorated or abandoned industrial or military zones were created as the result of economic restructuring and global deindustrialisation, thus it is essential to promote local economic growth based on restructuring and privatisation, attracting foreign investments and transfer of technology. Illegally built settlements on the periphery provide only a low standard of living, therefore the introduction of efficient infrastructure and ensuring public space are essential” (Petrić and Mikušić, 2009, p. 9).

The first official definition of the term creative industries was introduced in the British Department of Culture, Media and Sport – DCMS in 2005: “those industries which have their origin in individual creativity, skill and talent and which have a potential for wealth and job creation through the generation and exploitation of intellectual property. According to the British National Classification of Economic Activities, creative industries include the following sectors: advertising, architecture, art and antiques, crafts, design, designer fashion, film and video, interactive leisure software, music, the performing arts, publishing, software and computer services, television and radio” (ibid., 2009, p. 7). The post-industrial period, on the one hand, was distinguished by urban regenerations in the USA and in Europe. On the other hand, those processes have imposed the inclusion of culture through the process of tourism by creating sectors, which we know today as cultural industries with the purpose of improving the image or branding locations, i.e. contributing to the economic diversity and attracting investments. Culture as an important factor of economic and social development, is the subject of numerous UN resolutions: Millennium Goals (2002), Agenda 21 for Culture (2004), Post-2015 Sustainable Development Agenda, in which culture is recognised as “the key resource in sustainable development, and has thus received international recognition as a strategic component in strategic sustainable urban planning” (UNDP, 2015). Culture in development strategic plans is indeed the catalyst of economic transformations – possibility to create new jobs and entrepreneurial initiatives. At the same time culture, as the reflection of social and cultural processes, behaviour and values, expectations and visions of its time positively affects the preservation of identity in globalisation processes. Culture promotes inclusion and social participation on the one hand, and it is a source of innovation, creativity and a more coherent development of urban areas, on the other. The result of interdependence of culture, identity and modern life, as well as production, distribution and consumption is “cultural economics – modern economics is developed as part of social and cultural relations, and it is the economics that we perceive as part of the culture to which it belongs.” (UNDP, 2013, p. 24). The possibility to develop creative activities depends on physical, cultural, human and natural resources of individual communities. Supported

by various interconnected functions of public, private and civil sector, they become economic resources. The essence of “cultural economics” is to connect urban resources through integrated planning. It creates an incentive environment and conditions for smart, inclusive and sustainable development, in which the key role pertains to the local authorities.

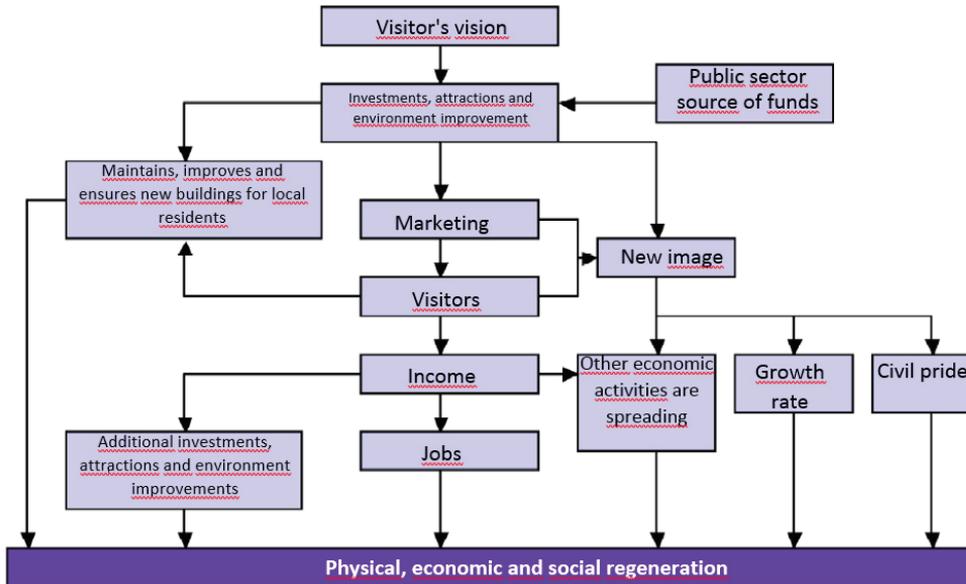
3 Sustainable urban tourism

“The concept of sustainable tourism development was developed from the theory of sustainable development, which was created as the reaction to the increased environmental and socio-cultural problems that humanity is facing, especially urban areas” (Bartoluci, 2012, p. 131). According to the data of the World Tourism Organisation – UNWTO, the annual growth of tourism turnover is 5%, while the annual growth in the sector of cultural tourism is 15%, led by the growth of cultural tourism in cities. Culture becomes part of the tourist offer because it corresponds to new market demand trends. “The direct consequence of wider social changes is the pluralisation of tourism preferences, which causes a significant segmentation of tourism demand, therefore the tourism market offers products adjusted to individual predispositions of tourists, whereby comparative advantages and specialties of individual tourism destinations, i.e. their identity are singled out” (ibid., p. 117). Based on the contents included and offered to consumers, urban or city tourism forms an integral part of tourist circulation, the primary motive of which is cultural, sports-recreational, entertainment, religious, business content, and “in fact depends on the destination and the type of attraction. Therefore, the tourist city includes all these functions and their sources.” (Mikulić and Petrić, 2009, p. 5). The consequences of circulation in cities are, regardless of the primary motive, the stay and consumption – the baseline of tourism. The annual growth of 15% for cultural tourism, according to the forecast of UNWTO, poses a challenge for cities, where the question is not whether to include culture and tourism in the development strategy, but how to do it.

Figure 1 shows the comprehensive positive effect investments have on urban tourism, with implication of economic, social and physical regeneration of the city. The public sector launches the entire process, which requires substantial investments in physical regeneration and restoration works. At the same time, these investments animate the private sector. The spatial and human dimension of the city is improved, which resulted in a new image. Furthermore, it is a basis for marketing that attracts new visitors, thereby creating opportunities for the creation of new jobs. The multiplication effect of tourism affects other activities, which are primarily connected to tourism: trade, shopping malls, traffic infrastructure, accommodation and hospitality. Tourist demand today requires an offer connected to identity, experience, emotion and authenticity, and a window is opened for the development of cultural and creative industries. The image and quality of life of individual cities participate as qualitative factors for the definition of competitiveness of single cities. The regeneration of the

city and investments in urban tourism contribute to the development of other sectors and industries and to the attraction of new consumers of city services: investors, business people and students.

Figure 1: Strategy of urban tourism development



Source: Law, C.M., *Urban Tourism, the Visitor Economy and the Growth of the Large Cities*, Continuum, London, New York, 2002, p. 50; in: Mikulić and Petrić 2009, p. 5.

While the developed world countries are dealing with issues on how to improve sustainable urban tourism and decrease negative consequences, in developing countries, which also include Croatia, the sector of tourism and local government approach the planning of cultural tourism only partially. The results from the UN's Creative Report (2013), have significantly affected the fact that UN's POST-2015 Agenda, culture was included not only as the integral factor of development strategies, but as the central factor, which allows economically effective, spatially sustainable and socially inclusive human development. The book "Tourism and Local Agenda 21 – The Role of Local Authorities in Sustainable Tourism" (UNEP, 2015) articulates the key role of local authorities in strategic planning of tourism based on sustainable principles. Through legal mechanisms of environmental protection, spatial and urban planning, and measures for promotion of entrepreneurship, the local authorities, in partnership with regional and national ones, create a framework, which contributes to the integrated management of the destination. The key role is shown in the promotion of partnership between the private business sector, non-governmental organisations and the local population, and the coordination of opposing interests of stakeholders included in the process. Integrated strategic planning at the level of urban areas means the creation of frameworks and inclusion of all sectors and resources. This also implies

that each individual stakeholder, e.g. the tourism sector, in the scope of set strategic goals, plan activities based on principles of sustainability, competitiveness and destination management from their perspective. “Destination management is a continuing process in which the tourism industry, the Government/the City and other interested entities direct the development of the destination with the aim of achieving a common desired vision of the destination’s future.” (Croatian Tourist Board, 2015). “The management of tourist areas based on IQM-Integrative Quality Management, can only be done through innovative and integrated destination management, with the support of local authorities, tourism professionals, holders of tourist offer and local population, in accordance with recommendations and standards of European and international tourist organisations.” (Tourist Board of the Primorje and Gorski kotar County, 2009).

4 Rijeka in Strategic Plan Documents

Until the 90s of the 20th century, Rijeka was a strong industrial and port centre. Croatia’s independence, social, political and economic transition and the new administration in 1993 brought numerous challenges. According to the data from the official website www.rijeka.hr, today’s area of the City of Rijeka is 33 km² which is only 8.5% of the surface of the former Municipality of Rijeka, with a population of 159,000 people, 78% of which lived in Rijeka. After the reorganisation, nearly 90% of industrial zones was transferred to neighbouring municipalities and cities, and Rijeka was left with 34% of the surface of building land; 60 ha of the land was for military purposes, rather than for port purposes. According to the census of 2011, the population of the City of Rijeka was 128,624, with 2933 inhabitants/km, making it the most densely populated place in Croatia and one of the highest population densities in this part of Europe. Of 13,600 km of surface only 4355 ha is land surface. The aforementioned data pose a great challenge for integrated management of sustainable urban development. During Croatia’s EU accession procedure, the city administration carried out reorganisation and preparation for a more efficient use of funds; even though this is not a legal obligation of the City, two strategic documents were adopted: Economic Development Strategy in 2002 and the Healthy Ageing in Rijeka Strategy in 2009-2013. The City of Rijeka has adopted the *Strategy for the Development of the City of Rijeka for the Period 2014–2020* (2013), pursuant to European principles: smart, sustainable and inclusive development. Parts of the Strategy are indicated below, referring to the integrated urban development and the role of culture and tourism in the development of Rijeka. On the occasion of the preparation of the Strategy (2013, p. 6) dialogue was initiated with citizens at www.ri2020.eu and 13 thematic workshops were held with the participation of 197 experts of various professions. The strategic goals of development are as follows: 1) global positioning of Rijeka by developing the Rijeka traffic route; 2) development competitive economy on the basis of knowledge society and new technologies and 3) ensure dignity for all citizens by strengthening social inclusion and development of common interest projects, which derives from the Vision of development “Rijeka is a pleasant city to live in, which bases its deve-

lopment on advantages of the unique geographical position and on developed human resources directed to knowledge, which connects economy and science in a modern way” (ibid., p. 116).

The *Strategy for the Development of the City of Rijeka for the Period 2013–2020*, placed Rijeka among the rare Croatian cities that had a defined long-term cultural policy in that period. At the same time, the City Council has officially announced the candidacy for the organisation of the European Capital of Culture 2020. The Strategy is “the consequence of the fact that not only the cultural, but also the economic, and the entire social development of Rijeka must be based on culture as one of the central developmental areas without which no modern city can count on any kind of development /.../ those represent an important aspect of life which connects people, strengthens the sense of belonging to the community and forms the identity of our city /.../ the rich cultural history of Rijeka is the best proof of existence of this unbreakable connection between culture and city” (2013, p. 4). Rijeka’s candidacy for the capital of culture is the largest EU cultural project and it is not only a goal but also a way used to improve the quality of life and the area of culture. Newly built structures are not taken into account, but the reorganisation and more professional management of the existing ones, many of which are protected culture monuments, which contributes to the urban physical regeneration. The candidacy process holds a value that will direct the development of culture and the internal and external perception of the city. The Vision also includes: “The quality and originality of the rich cultural offer will attract tourists. Rijeka will develop as a city open for cultural differences, artistic innovations and entrepreneurial initiatives, offering to creative and educated people the possibility to realise their artistic, intellectual and other potentials” (2013, p. 15).

Strategy of Cultural Tourism of the City of Rijeka 2015–2020 was made at the Institute for Development and International Relations in Zagreb (Tourist Board, 2015). The approach for the formation of the Strategy was based on the establishment and strengthening of the participation of the public in the development of Rijeka’s cultural tourism. “As a wide social process, it included the representatives of social groups from the areas of culture and tourism, but also the representatives from the sector of economy, education, minorities, etc., in order to achieve the partnership principle” (ibid., p. 10) in the process of creation and implementation. Chapter 1.6.1 Basic products and selective forms of tourism states that globally, urban tourism has shown significant growth, and “for Rijeka this trend is promising, considering the four relevant tourism products, which are included in the development of urban tourism: cultural tourism, religious tourism, MICE tourism and city break tourism. All of them have a strong cultural component and form a part of cultural tourism, being the backbone of urban tourism in Rijeka” (ibid., p. 36). The vision of cultural tourism development is: “Rijeka is a modern regional and European centre of cultural and urban tourism built on multicultural bases and rich cultural, industrial and maritime heritage, which create creative energies of the new age – a city where everyone feels good”, is harmonised with the vision of the Strategy of Cultural Development: “Rijeka is a city where citizens recognise culture and art as the basis of their common identity, the feeling of

connection and belonging to the city, which is recognisable for its cultural and artistic vitality in the national and international environment” (ibid., p. 74) and the slogan for the European Capital of Culture “Rijeka 2020 – Port of Diversity”. The Action Plan of the Strategy (ibid., pp. 81–82) states that Rijeka has significant resources for the development of urban and cultural tourism. Limiting factors consist of extreme fragmentation and sector direction, lack of integrated approach with insufficient expert knowledge and skills of employees in the field of management, entrepreneurship, promotion and marketing, and limited public financial funds.

Strategy of Development of Religious Tourism of the City of Rijeka Until 2020 (2015) is based on the already mentioned city and regional strategies and the national Strategy of Tourism Development 2020 of the Ministry of Tourism of the Republic of Croatia.

According to the Study Market Framework of Functioning of Rijeka as a Tourist Destination (HC-Hotel, Tourism & Leisure, 2013), Rijeka is burdened with the image of an industrial city, and its tourism results depend on the industry, which is stagnating. According to the results of the study (ibid., pp. 75–87), urban (city) tourism is offered as a solution. The city tourism process changes the economic base of the city, the urban structure and use of the city space, as well as the culture of the urban life of inhabitants. This is conditioned by the political process of adopting strategic decisions and leader capacities. Urban changes should be managed as the public interest issue through the development of creative potential, and this can be accomplished through partnership between the public and private sector and competitiveness programmes for strengthening the tourism products. The study includes a benchmark analysis of the two basic areas: *investments and destination management*. Good examples of successful investment in city contents and raising competitiveness of a destination are Bratislava, Graz, Tallinn, Bilbao, and examples of successful destination management are Edinburgh, Helsinki and Valencia. Development of cultural, business, MICE and city break tourism is recommended for Rijeka.

5 Conclusion

Nowadays cities face negative consequences of industrialisation and urbanisation of the 20th century. Overpopulation, traffic infrastructure and social problems, as well as the loss of identity caused by globalisation, economic and financial crisis pose additional challenges, which today’s cities have to face. Economic globalisation strengthens international financial and other institutions, which suppress the role of national governments, and due to decentralisation, cities are forced to seek development solutions. The EU, where 70% of GDP is created in cities, creating the same percentage of jobs, is aware that solutions shall be successful to the extent to which the urban areas achieve success in the solution of global challenges. The European principles of integrated development: smart, sustainable and inclusive growth are in

accordance with global trends which the world community will confirm in October 2016 by adopting the New Urban Agenda–HABITAT III.

All urban areas face specific economic, environmental, social, civil, cultural, spatial, natural and infrastructural problems. The aforementioned Agendas are the framework and guide for the direction to be taken. Local authorities are responsible to identify, recognise their own resource and put them in function of sustainable, smart and inclusive development. This can be accomplished only through partnership and dialogue with citizens, non-governmental sector, scientific community and economy. Cultural and creative industries, which are recognised in the post-industrial period, are the result of technological development but also of new requirements of the developed societies. These are visible in the trends of tourism market demands – identity, authentic experience, emotion. Culture meets such criteria, and the city's resources, which reflect the culture of living in the broadest sense, are a good basis for the creation of cultural tourism as the backbone of urban tourism. Investments and financing of the development of urban tourism encourage economic recovery and positively affect all segments of urban areas. Rijeka has recognised its development potential in the area of culture and tourism, and has adopted numerous strategic documents in the last 10 years. An important precondition of the recognition of Rijeka as a centre of urban tourism was achieved at the beginning of 2016, when Rijeka was chosen for the "European Capital of Culture 2020".

Ines Greblo

Od celostnega upravljanja z razvojem mesta do urbanega turizma

Migracije v mestna središča, spodbujena z industrializacijo v prejšnjem stoletju, danes ustvarjajo velik izziv za mesta. Procesi globalizacije, zlasti gospodarske globalizacije, ki presega politično globalizacijo, bistveno spreminjajo vlogo držav in hkrati pritiskajo na mesta. Nobelov nagrajenec Stiglitz (2009, str. 43) verjame, da »država, ki je bila središče politične in (v veliki meri) gospodarske moči v zadnjem stoletju in pol je danes pod pritiskom - na eni strani nanjo pritiska svetovna ekonomija, na drugi strani pa politične zahteve za prenos moči.« Mednarodne institucije, ki so bile ustanovljene za reševanje omenjenih nujnih problemov, vključujejo vse ravni, tako mednarodne, kot državne in lokalne (urbane) za učinkovito reševanje posledic globalizacije. Po podatkih Evropske komisije (ES) (<http://ec.europa.eu>), bo do leta 2050 v EU živelo 80 % prebivalstva. Na ta način bodo mesta postala proaktivna sila gospodarskih, socialnih in prostorskih rešitev, ponujajoč inovativne priložnosti za trajnostni razvoj in izboljšanje kakovosti življenja. Pomen in vloga mest v oblikovanju ekonomskih in družbenih procesov je bila priznana na mednarodni ravni preko dokumentov sprejetih s strani Združenih narodov (OZN): Lokalne Agende 21 in Habitata III - Nove Urbane Agende. Na evropski ravni so to sprejeli preko naslednjih dokumentov Evropskega Sveta: Kohezijske politike 2014–2020 in Urbane Agende za Evropsko unijo (EU). V

Unescovem in UNDP »Poročilu ustvarjalnega gospodarstva« (2013), je kultura navedena kot ključni element trajnostnega razvoja. Povezuje ekonomske, socialne in prostorske razsežnosti, s čimer se zmanjšujejo negativne posledice globalizacije z ohranjanjem lokalne kulture in vrednot. Celostno urbanistično načrtovanje, kjer je kultura jedro ustvarjalnih industrij, ustvarja pogoje za trajnostni razvoj.

Namen prispevka je raziskati in predstaviti sedanje institucionalne in zakonske okvire, ki opredeljujejo načela in smernice za celostni in trajnostni urbani razvoj. Nove smernice za upravljanje urbanega turizma smo raziskali v teoretični in strokovni literaturi ter v dokumentih Svetovne turistične organizacije ZN (UNWTO). Cilj prispevka je primerjati omenjene okvire s pravnimi, strateškimi, organizacijskimi in institucionalnimi pogoji v mestu Reka. Do konca 20. stoletja je razvoj Reke temeljil na industriji, pristaniškem prometu in pomorski arhitekturi. V letu 2016 je bila Reka izbrana za Evropsko prestolnico kulture leta 2020. Predmet raziskave so strateški razvojni dokumenti mesta Reka v zadnjih desetih letih. Ali so strateški dokumenti ustvarili predpogoj za izboljšanje strategije razvoja Reke? Ali ti dokumenti podpirajo načela trajnosti in vključevanja? Kako in na katerih področjih je kultura vključena v razvoj mesta? V raziskavi smo uporabili opisno-empirične in primerjalne metode.

Po podatkih ES (<http://ec.europa.eu>), 72 % prebivalstva, ki doseže več kot 85 % sredstev EU bruto domačega proizvoda (BDP), danes živi v mestih, v primestnih in drugih urbanih območjih Evropske unije. Hkrati evropska mesta porabijo 80 % energije in so tudi vir sodobnih gospodarskih, okoljskih ter varnostnih izzivov. Posledično so v središču Kohezijske politike EU 2014-2020 urbane teme. Gospodarske, ekološke, kulturne, prostorske in okoljske dimenzije opredeljujejo življenje v mestih in le s celostnim pristopom je mogoče doseči razvojne cilje in se soočiti z izzivi. Celostni trajnostni urbani razvoj temelji na načelih pametne, trajnostne in inkluzivne družbe, ki izhaja iz Strategije Evropa 2020. Izvajanje Strategije zahteva partnerstvo s civilno družbo, lokalnim prebivalstvom, z industrijo in vsemi nivoji uprave. Celostne strategije za trajnostni razvoj mest bodo financirane iz Evropskega sklada za regionalni razvoj v višini 10 milijard evrov, sodelovalo pa bo 750 mest. Urbana Agenda EU je združljiva z usklajeno delovno različico Nove Urbane Agende ZN za obdobje 2016-2036, ki bi naj bila sprejeta v oktobru 2016.

Proces naraščajoče urbanizacije na eni strani ter globalizacije, deindustrializacije, politične in gospodarske tranzicije in neustreznega prostorskega načrtovanja na drugi strani je brezposelnost, prekomerna poseljenost, okoljski problemi, opuščena industrijska in pristaniška območja. V ZDA se je v šestdesetih letih prejšnjega stoletja začela prva faza urbane regeneracije, druga faza pa je sledila v osemdesetih v Evropi. »Kasneje, v devetdesetih letih dvajsetega stoletja, se je urbana regeneracija pričela v številnih urbanih gosto poseljenih območjih, vendar se je soočala s številnimi urbanih nepravilnostmi. Obstaja veliko možnosti za ukrepanje z namenom urbane regeneracije, zlasti v mestih kjer:

- opustošena in prekomerno poseljena središča zahtevajo kompleksno urbano prenovno in rekonstrukcijo;
- premalo izkoriščena urbana zemljišča na potencialno najbolj dragocenih lokaci-

jah (obalna in pristaniška območja) zahtevajo bolj učinkovito uporabo zemljišč s pomočjo recikliranja zemljišča, dodatne gradnje in rekonstrukcije;

- so obstoječa opustošena ali opuščena industrijska in vojaška območja, nastala kot posledica gospodarskega prestrukturiranja in globalne deindustrializacije; zato postaja pomembno spodbujati lokalno gospodarsko rast, ki temelji na prestrukturiranju in privatizaciji, privabljanju tujih investicij in prenosu tehnologije. Ker nezakonito zgrajena naselja na obrobju ponujajo le nizek življenjski standard, je uvedba učinkovite infrastrukture in zagotavljanja javnega prostora bistvenega pomena« (Petrić in Mikulić, 2009, str. 9).

Post-industrijsko obdobje se je po eni strani odlikovalo z urbani regeneracijami v ZDA in Evropi, na drugi strani pa so ti procesi tudi sprožili vključevanje kulture skozi proces turizma. Kultura je pravzaprav katalizator gospodarske preobrazbe v razvoju strateških načrtov - je možnost za ustvarjanje novih delovnih mest in podjetniških pobud. Hkrati pa, kot refleksija družbenih in kulturnih procesov, obnašanja in vrednot, pričakovanj in vizij svojega časa, pozitivno vpliva na ohranjanje identitete v procesih globalizacije. Po podatkih Svetovne turistične organizacije - UNTWTO, je letna rast prihodkov iz turizma 5 %, medtem ko je letna stopnja rasti v sektorju kulturnega turizma 15 %, vodilna pa je rast kulturnega turizma v mestih. Kultura postaja del turistične ponudbe, saj ustreza novim trendom na trgu. »Neposredna posledica širših družbenih sprememb je pluralizacija turističnih preferenc, ki povzroča znatno segmentacijo turističnega povpraševanja, zato turistični trg ponuja izdelke, prilagojene posameznim predispozicijam turistov, pri čemer so izpostavljene primerjalne prednosti in posebnosti posameznih turističnih destinacij, tj. njihova identiteta« (Bartoluci, 2013, str. 117). Na osnovi vključenih vsebin, ponujenim potrošnikom, urbani ali mestni turizem predstavlja sestavni del turističnega prometa, čigar primarni motiv je kulturne, športno-rekreativne, zabavne, verske ali poslovne narave, kar je »odvisno od destinacije in tipa znamenitosti. Posledično ima turistično mesto na razpolago vse funkcije in vire za omogočanje omenjenih motivov.« (Mikulić in Petrić, 2009, str. 5).

Ekonomska globalizacija krepi mednarodne finančne in druge institucije, ki zadržajo vlogo nacionalnih vlad, tako so zaradi decentralizacije mesta primorana iskati razvojne rešitve. EU, kjer se 70 % BDP ustvarja v mestih, se zaveda, da uspeh prinašajo mesta, ki ustvarjajo uspešne rešitve globalnih izzivov. Evropska načela celostnega razvoja so: pametne, trajnostne in inkluzivne rasti, v skladu z globalnimi trendi, ki jih v oktobru 2016 potrди svetovna skupnost s sprejetjem Nove Urbane Agende. Vse vrste urbanih območij se soočajo s specifičnimi gospodarskimi, okoljskimi, socialnimi, civilnimi, kulturnimi, prostorskimi, naravnimi in infrastrukturnimi problemi. Nova Urbana Agenda je okvir in vodnik za smer, katero je potrebno ubrati. Lokalne oblasti so odgovorne za prepoznavanje in priznavanje lastnih virov ter njihovo uporabo za funkcijo trajnostnega, pametnega in inkluzivnega razvoja. To je mogoče doseči le s pomočjo partnerstva in dialoga z državljani, nevladnim sektorjem, znanstveno skupnostjo in gospodarstvom. Kulturne in ustvarjalne industrije, priznane v post-industrijskem obdobju, so rezultat tehnološkega razvoja, pa tudi novih zahtev razvitih družb. To je razvidno iz trendov turističnega tržnega povpraševanja - identiteta,

pristna izkušnja, čustva. Kultura lahko izpolni dana merila, in viri mest, ki odražajo kulturo bivanja v najširšem smislu, so dobra osnova za oblikovanje kulturnega turizma kot hrbtenice urbanega turizma. Naložbe in financiranja razvoja urbanega turizma spodbujajo gospodarsko okrevanje in pozitivno vplivajo na vse segmente urbanih območij. Reka je prepoznala svoje razvojne potenciale na področju kulture in turizma ter v zadnjih desetih letih sprejela številne strateške dokumente. Pomemben predpogoj za priznavanje Reke kot središča urbanega turizma je bil dosežen na začetku leta 2016, ko je Reka bila izbrana za »Evropsko prestolnico kulture 2020«.

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