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PUBLIC TOURISM FRAMEWORK IN THE DOURO REGION: TOURISM GOVERNANCE IN PERSPECTIVE

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Abstract

As a member state of the European Union (EU) that sought to converge to the macroeconomic and social development standards of the member states, Portugal took advantage of the existing EU funding and guidelines to improve its tourism infrastructure and service quality. At the time of Portugal's entry into the EU a movement of reflection and reform of the development models led to the proposal of alternatives such as sustainable development, local development, territorial/sectorial governance, which took into account the importance the communities' role recognizing and the specificities of each territory. In the context of a larger investigation on the tourism governance in the Douro region, this paper describes and analyses the recent evolution of the Portuguese tourism policy, specifically in the Douro Region, and reflects on the role of the public bodies (national, regional and local) involved. At this public level, we conclude that tourism planning in Portugal, namely in the North, is shifting from a strict vertical governing model to another which calls in for some contributions from a down-top perspective. However, and unexpectantly the Douro's Intermunicipal Territorial Community, at the regional level, seems to have a very restricted role. The investigation methodology was based on the analysis of strategic plans and documents directly related with tourism activity enhancing the role of the public stakeholders with major influence in the tourism development panorama.

Keywords

Governance, Tourism governance, Public tourism policies, Douro region

Resumo

Como Estado Membro da União Europeia (UE), Portugal aproximou-se rapidamente dos resultados macroeconómicos e sociais de outros Estados Membros mais desenvolvidos. Foi um dos muitos países que usufruiu das vantagens provenientes dos fundos comunitários, no sentido de melhorar a qualidade das infraestruturas e serviços associados ao turismo. No período em que Portugal aderiu à UE surgiu um movimento de reflexão e de reforma dos planos de desenvolvimento, em vigor até à data, propôs alternativas associadas ao desenvolvimento sustentável, desenvolvimento local, governança territorial/sectorial, que consideravam a importância do papel das comunidades e reconhecendo, simultaneamente, as especificidades de cada território. No contexto de uma investigação mais extensa sobre governança turística na região do Douro, o presente artigo descreve e analisa a evolução recente da política de turismo Portuguesa, especificamente na região do Douro, e promove uma reflexão sobre o papel das entidades públicas (nacionais, regionais e locais) envolvidas. Neste patamar público concluímos que o planeamento turístico em Portugal, especialmente no Norte, tem vindo a sofrer alterações, passando de um modelo vertical para um outro que chama a si os contributos de uma perspectiva de âmbito down-top. Ainda assim, e de forma inesperada, a Comunidade Intermunicipal do Douro parece ter, ainda, um papel demasiado restrito. A metodologia da investigação baseou-se na análise de planos estratégicos e documentos diretamente relacionados com a atividade turística, demonstrando o papel dos *stakeholders* públicos com maior preponderância no contexto do desenvolvimento do turismo.

Palavras-chave

Governança, Governança turística, Políticas públicas de turismo, Região do Douro

Introduction

In recent years, the concept of governance has been strongly emphasized in the social sciences field, and has been subject of debate and wide-ranging questions, whose echoes spill over time without definitive or decisive answers. Such questions emerge, in particular, from the transition of a government-governance to a governance paradigm (Davoudi, Evans, Governa, & Santangelo, 2008). Governability is concerned with the processes and practices implemented by the political system and the public sector to address the social issues of the public and private spheres. Associated with this, although distinct, the concept of governance appears as a form of awareness and action that considers the deliberations of the communities involved. The marriage between governance and tourism results in Tourism Governance, a process of organization of tourism in which the government, communities, business and public organizations of each tourist destination are involved. It concerns "governing with others and for others, taking into account the common tourist good" (Marques, 2016 p. 290).

The transition of paradigm corresponds to a steady tourism activity growth stimulated by the role of the Information and Communication Technologies (ICTs) and the rapid globalization that pressures each tourist destination to surpass and differentiate itself from the rest. This growth challenges tourism planning and management to consider the optimization of the resources of each context without neglecting its conservation and sustainable development, nor the improvement of the quality of life of their communities.

The Douro Region (DR) is an example of the richness and tourism potential in Portugal, thanks to its several resources, namely those linked to culture and heritage, environment and landscape. However, some studies and strategic plans (Ramos, 2017) point out to the underperformance in areas such as governance, marketing and sales in this region. Thus, the intensification of sustainable development efforts has been recommended. Such efforts relate to increasing the economic, social and cultural value of this territory, through deliberate and planned coordination between national, regional, local policies and the tourist organizations and individuals involved.

In the context of a broader research on policies and models of governance in the Douro, the main objective of this article is to analyse, in light of the evolution of the concepts of tourism policy to tourism governance, what are the different levels of action (national, regional and local / sectoral) of the entities / public bodies that operate in the DR and how they are articulated.

This first stage will lay ground, in future work, to analyse how the planning and implementation dynamics of tourism policy are embedded in the DR, and assess whether they allow to tackle the challenges of a sustainable development of resources (human, landscape, financial, etc.) towards a balanced territorial development. That will allow to ultimately propose new paths for a "better" tourism in which the different actors (in particular private and civil society organizations at the local / regional levels) participate in policy design, implementation and evaluation in a more coordinated and efficient way. Finally, from this case study, we hope to contribute in the future to the most recent discussion on tourism governance and governance models.

Governance and Tourism Governance

With its roots in the late 1970s early 1980s, governance emerged as a central concept and desired practice as a result of the neoliberal wave in the western countries redefining the roles and responsibilities of the states. With gradually a more open, globalized and complex world (Aguilar, 2006), governance spread around looking for new ideas and solutions that could reform and rethink the common vertical and centralized government models. These public management issues pushed towards a replacement of the rational-legal system to more horizontal and transparent perspective (Metcalf & Richards, 1989), naturally quite differently understood, applied, interpreted and accepted (Rhodes, 1996; Wan & Bramwell, 2015). However, and generally, the concept of governance is commonly accepted as being a set of mechanisms, processes and relationships that seek to push in the interests of individuals and groups (PNUD, 2014), encouraging the emergence and consolidation of (non-traditional) structures based on relationships networks (Barbini *et al.*, 2011), triggering collective decision-making processes and shared responsibility between the public, private and civil society (Dredge, 2006).

In this perspective, the public space does not belong only to the governing process and its traditional organizations, but the civil society and non-profit organizations are also involved. This multiplicity of actors requires collaboration (Ansell & Grash, 2008) and a constant development of innovative processes adapted to the circumstances (Mandell & Keast, 2007). In the tourism sector governance can be defined as the process of conducting tourism destinations led by a triad of actors (public, private and civil) through synergistic and coordinated efforts of a) governments at different levels and attributes, b) civil society living in the receiving communities and c) the businesses related to the operation of the tourism system (Madrid, 2009). It is being understood as a process in which a set of cooperation and collaboration networks between public and private actors are implemented in the activity (Gonzalez, 2010), in view of a competitive and sustainable tourism management (Otero, 2006), to which Mihalič, Šegota, Cvelbar and Kuščer (2016) would add the capacity of adaptation in the operationalization of the relations created by this network.

As such networks are usually designed through the crossing of interests and goals of both public policy and other tourism governance network participants (Hall, 1999; Dredge, 2006; Beaumont & Dredge, 2010; Beritelli, 2011; Velasco, 2014), being vital to understand the organizational and legal boundaries of the public policy as well as the coordination, collaboration and cooperation of the network itself (Trentin, 2015). It is thus important to know the players involved as well as the norms, procedures, skills and the power relations in place. This is especially important in recent destinations or in destinations where the tourism activity has had a dramatically quick increase, as a result of the transformation from a traditional small-scale tourism activity to a predominant large scale implying important changes and potential severe consequences (Flores, Jiménez & Porras, 2016).

With that in mind, and referring tourism policy to a set of activities, decisions and processes that propel government actors towards specific objectives in tourism (Velasco,

2011), public bodies should interact with the private sector, local communities and their informal representatives, ensuring the horizontal and transparent model that tourism governance implies. However, in recent destinations there has been a serious risk that the public policy might cut-corners and work mainly or only with the private sector to ensure immediate results, and, by doing so threaten the success and efficiency of tourism development. Additionally, even if non-profits, local communities and other civil actors are represented and participating, there is no guarantee that these stakeholders aren't mainly local elites pushing in private or sectoral interest (Flores *et al.*, 2016, 34, Rhodes & Marsh, 1992; Evans, 1998; Porras, 2007; Cadena Inostroza, Cruz Kiménez & Franco Maass, 2012; Cruz, Serrano & Zizumbo, 2013).

Therefore, it's vital to know the stakeholders' positions/roles, specially, in local or regional tourism governance networks (Montambeault, 2011; Bernardo, 2016). Moreover, it seems clear that tourism governance is not a standardized process that can be replicated in different contexts - being therefore essential to recognize the need to seek, create, implement and manage tourism governance processes in a flexible way - adapting them to each case, that is, the regional as well as local context (Schenkel, 2015). Considering the governance perspective, the focus of this paper is to identify and characterize the national, regional and local public entities and their articulation, in order to assist our ongoing investigation in the comprehension of the governance system.

Methodology and Context

This paper is based on the case study of the DR. A case study can be understood as an inquiry technique "(...) that investigates a contemporary phenomenon within its real-life context, especially when the boundaries between phenomenon and context are not clearly evident." (Yin, 1994, p. 13). In addition, following Morra and Friedlander (2001), it's possible to position our investigation as an exploratory descriptive case study, namely because it will be the starting point and will provide the necessary guidelines and hypothesis to continue this investigation related to tourism governance in the DR.

Douro (NUTS III) is a geographical sub-region integrated in the North of Portugal (NUTS II), one of the oldest regions in Portugal, where the natural and cultural resources are distinctive. Since 1960's, the DR has been suffering the effects of a significant process of ruralisation by entering in a negative spiral of depopulation. Regarding the tourism activity, the DR has a straight relation with gastronomy, wines, cultural heritage and landscape, but its general performance is unsatisfactory, especially if we consider that, since 2001, it's part of UNESCO World Heritage list. In relation to the tourism activity, available data from 2015 allows to sustain the previous statement, by pointing out that Douro results do not correspond to the potential of this territory: is the second sub-region of North of Portugal with worst results regarding bed occupancy net rate (22,6% against an average of 36% in the North); it only represents 5% of the total number of guests and nights spent in North; and 8% of the total lodging capacity (INE, 2016).

Since the main purpose of this paper is to understand the structure and roles of the public DR tourism players, our work was based on the analysis of specific documents (e.g. strategic plans or programmes; marketing plans), in which we focused on main topics such as (i) tourism policies, (ii) tourism strategies and (iii) public decision makers. In addition, this work aims to clarify the existing linkages between those players, by developing a preliminary framework. At last, with this analysis, we also tried to identify some practices that might be seen as first steps to the understanding of tourism governance in the region under study.

Results: A Framework for the Public Tourism Policies in Portugal and in the Douro Region

As key players in tourism governance, public tourism entities are spread across several levels of public action, from national to regional and local levels, constituting Portugal's tourism institutional framework. We will present this framework in order to understand its implications and limitations. As such, the current point characterizes and explains the dimensions mentioned above from the broad national structure to the DR.

Public Action Levels in Portugal

Following Cunha (2009), Dinis (2013) and Elliott (1997) conclusions, the participation and intervention of governments and public entities in the tourism sector can be divided in three levels: national; regional and local.

The national one is responsible for the main decisions, namely regarding the strategical definition and the identification of the main action areas (Costa, 2012), being the Government of Portugal the key actor. By assuming this character, Veal (2002) sustains that there exists a huge concentration of powers and political decisions at this level. Lickorish (1991, cited by Fazenda, da Silva & Costa, 2007) adds that the Government is responsible for the regulation and protection of the sectors' operation, through its legislator role.

The regional level is the intermediary between the national and the local one and is often mistaken with the first, namely because the entities at this level have similar functions and attributions than those at the national level. Its role has been gradually growing in importance, largely by facilitating the link between the national bodies and local levels (Costa, 2012), or because of its capacity to replace such entities, according to different needs and contexts. Costa (2012) adds that sometimes the territories which are part of a region constitute a global tourist destination. This may be a perspective for the DR, since in the recent past, it has been designated a "Tourism Development Pole" (PENT, 2012), and it's currently one of the four Northern region sub-destinations, identified by Regional Tourism Entity of Porto and North of Portugal (ERTPNP, 2015).

Finally, the local level has the particularity to adjust its actions to the resident communities and to the visitors. In parallel, the above-mentioned global plans, which are

said to fall within the competence of the State, are put in practice at this level (OMT, 1998, cited by Dinis, 2013), with their positive and/or negative impacts.

Public governmental framework.

Based on the analysis of the responsibilities and roles of each of the public entities, we present a preliminary framework of the institutional bodies involved directly in the tourism policy (Figure 1). This framework may be adjusted in our ongoing investigation.

(a) Both the Ministry of Economy and the Secretary of State for Tourism position themselves as the top national institutions for tourism activity regulation. The Secretary of State for Tourism is under the tutelage of Ministry of Economy and it has competences, directly delegated by the Ministry, regarding the *Turismo de Portugal, I.P.* and the Regional Tourism Entities. Besides these responsibilities, the entity also has the authority to decide on subjects like (i) Tourism European funds management (ii) Gambling areas and contracts; (iii) Incentives and Support for Programs based on Tourism intervention and qualification (Despach nr 2983/2016, 26 February 2016).

(b) *Turismo de Portugal, I.P.* is a public institute and the maximum authority for tourism policy at the national level. It reports directly to the Secretary of State for Tourism. In addition, it also covers the areas of Promotion, Enhancement and Sustainability of the tourism sector (OECD, 2014; Dinis, 2013; Turismo de Portugal, 2015). As defined by the 4th article of the law-decree number 141/2007, April 27, *Turismo de Portugal, I.P.* mission encompasses five areas: Investment support; Regulation and inspection of gambling activities; Improvement and Development of tourism infrastructures; Development of human resources qualification and training; Coordination of internal and external promotion of Portugal as a tourism destination.

(c) At the national level, it's possible to identify three other entities that should be taken in account, because of their direct or indirect linkage to the tourism sector. In this particular case, we are referring to the Ministry of Agriculture, Forests and Rural development and the Ministry of Environment, the legal authorities of the Institute for Nature Conservation and Forests (ICNF, I.P.), whose mission focuses on the preservation and sustainability of Nature. This entity also deals with Nature Tourism, namely for what the National Program for Nature Tourism monitoring is concerned. Its field of action also covers the recognition process of tourism activities and tourism accommodation projects recognized as Nature Tourism.

(d) Concerning the regional level, the Regional Tourism Entities (ERTs), divided by regions (North, Center, Lisbon, Alentejo and Algarve) are the heads of the destinations, managing the product development as well as the touristic promotion within Portugal. Specifically, their mission focus on the products' organization, particularly the development of the touristic potentialities of each jurisdictional region and the application, in the regional context, of tourism guidelines policies, defined by the Government and Municipalities (Law nr 13/2013, May 16). In relation to the DR, the responsibility for the territory management belongs to the (ERTPNP), which is also the public institution responsible for the elaboration of the Tourism Marketing Strategy for Porto and North (2015-2020), in collaboration with

the Regional Coordination and Development Commissions (CCDRs), that will be further analysed. Besides these, there are two Regional Directorates for Tourism (DRTs) in the autonomous regions of Madeira and the Azores, which are public entities, with administrative and finance autonomy, but with the same implications, activities and powers of the ERTs.

(e) As stated above, the international promotion is guaranteed by the state, through *Turismo de Portugal, I.P.*, in straight articulation with the seven Regional Agencies for Touristic Promotion (RATPs), whose missions encompass the development and implementation of international promotional initiatives, focusing on the specific jurisdiction areas. The RATPs are constituted by tourism private organizations and public bodies, especially the ERTs, since the definition of the tourism strategy and the external promotion must be aligned, to create real expectations in the targeted markets and guarantee a potential satisfactory experience. The international promotion of Porto and North of Portugal and, therefore, of the DR is ensured by an RATP called *Associação de Turismo do Porto*.

(f) The regional level is completed with six Regional Coordination and Development Commissions (CCDRs). Integrated within the Ministry of Planning and Infrastructure and joint tutelage with Ministry of Environment, these bodies incorporate the State Direct Administration and their scope of action involves several domains, specifically the (i) environment, (ii) spatial planning, (iii) regional development and planning, (iv) EU funds management, (v) coordination, articulation and cooperation of regional services (CCDR-N, 2017). Although they were not directly created with the proposal of managing the tourism activity, the CCDRs have the capacity to promote, in situ, the implementation of development and financing instruments. By playing a significant role in fostering partnerships between regional stakeholders (law-decree number 134/2007), these bodies can be the facilitators or the intermediaries between national and local authorities. To a certain extent, this idea relies on what Fazenda *et al* (2008, p. 89) affirm “CCDRs can promote, in the regional scale, the necessary intersectorial and institutional mobilization and articulation, which are defining elements for tourism development.”

The North of Portugal and consequently the DR are under the tutelage of the CCDR-N. In 2007, articulated with the National Strategic Plan for Tourism, the CCDR-N elaborated the Action Plan for Touristic Development of North of Portugal, which was in operation until 2013, when the above-mentioned Tourism Marketing Strategy for Porto and North started to be developed. Since 2014, with the extinction of the specific Douro Mission’s Structure¹, CCDR-N took over to it new responsibilities with a clear mission, related to the protection, conservation, improvement and promotion of Alto Douro Wine Region (UNESCO World Heritage).

(g) At local level, the Intermunicipal Communities (CIMs) can be described as the interlocutors between local, regional and national levels. CIMs incorporate all the municipalities of their jurisdiction area and can also integrate private agents with the

¹ Created in 2006 this organization had the mandate of “(...) (i) stimulating actions of development in an integrated way, (ii) promoting articulation between the central and local administration (with competences in the Region) and (iii) encouraging the participation and initiative of civil society.” (CED, 2008, p. 78)

intention to work in favour of general goals defined by the municipal actors. According to Nico (2013), CIMs can perform a key role in the economic, social and environmental strategy, beyond the capacity to coordinate the procedures between municipalities and between them and the state or regional entities. However, nowadays these entities do not have any specific competences regarding the tourism sector.

(h) The municipalities, and the correspondent territories and populations, are the truly receivers of tourism policies impacts for the best and/or the worst. For that reason, among other local organizations, they might cooperate and claim a position in the decision process, to ensure the defence of local interests (Elliott, 1997; Fazenda *et al*, 2008). A great way to achieve this, is to elaborate the local Strategic Plans for Tourism Development, which normally are aligned with the local resources, and take in account the potential positive and/or negative implications to the population, and follow the tourism strategy guidelines from national and regional authorities. In most of the cases, this kind of plans are developed by the municipalities' technicians in collaboration, or not, with local stakeholders or even with consulting companies. To better understand the existent relations between the CIMs and the Municipalities, Nico (2013) points out that local tourism policies might be an example of competences that could be transferred from the municipalities to CIMs, guaranteeing thus a better effectiveness of the articulation between local and all the other levels.

Public policies and programmes for tourism – implications for the Douro region.

To prosecute the investigation, we analysed the major political policies/programmes. As shown in Table 1, these tools are divided by their geographical scope and domain. These instruments have a significant utility since they provide the main guidelines to develop and/or to implement tourism strategies with impact in the local contexts (Albuquerque, 2013). In this particular case, we will analyse those instruments directly linked to the tourism sector.

At the national level.

The National Strategic Plan for Tourism (PENT) was implemented in Portugal, for the very first time, in 2007. Developed by the Ministry of Economy and Innovation, the plan identified the tourism sector as a priority sector for Portugal's development, due to its importance regarding the economic boost. According to Fazenda *et al* (2008), this kind of plans have a significant relevance by promoting a sustainable development of the tourism activity and because they have the capacity to provide the main guidelines to all stakeholders, in order to guarantee the best effectiveness and efficiency. The Portuguese strategic plan started with the definition of 10 strategic products – Gastronomy and Wines, Nautical, Business, Sun and Sea, Touring, City Breaks, Nature, Health & Wellness, Golf and Residential Tourism & Resorts. In addition, it also highlighted 6 Touristic Development Poles – Alqueva, Douro, Litoral Alentejano, Oeste, Porto Santo and Serra da Estrela – with

great growth potential in the tourism context. Its main goals were to diversify and improve the Portuguese tourism offer, but also to answer to the emerging markets and their specific motivations and needs. In addition, the elaboration of this plan also allowed the involved authorities to identify the public entity which became the main responsible for the tourism sector – Portugal National Tourism Authority (*Turismo de Portugal, I.P.*). To guarantee a comprehensive analysis of these political instruments, table 2 points out the key elements of each one. Being the DR the focus of the present investigation, we tried to highlight the references made to it in all the analysed documents.

The last two strategic plans have a particularity. Both describe their elaboration process, identifying all the entities which participated in the planning process. In this case, it is possible to establish a link with the principles of tourism governance. As mentioned before, the concept relies on the cooperation between the stakeholders to achieve specific or general goals. As we can see in figure 2, both *Turismo 2020* and *Turismo 2027* were constructed under the basis of partnerships between several entities from diverse action fields. Another particularity, concerning the last strategic plan, is that since the first implementation of a national strategic plan, it was the first time that a plan was designed under the basis of a long-term vision (10 years).

At the regional level.

During 2014, ERTPNP started to develop the Tourism Marketing Strategy for Porto and the North of Portugal, for a period of 5 years (2015-2020). This document distinguishes 4 tourist sub-destinations in the Northern region of Portugal: Minho, Porto, Trás-os-Montes and Douro. Besides, and in a clear articulation with the first strategic plan for tourism, the document identifies a portfolio of the available products in the Northern region, namely Nature, Touring, Wellness, City Breaks, Religious, Gastronomy & Wines and Nautical. To achieve the objectives proposed by this strategic plan and relating these products with DR, they were grouped as:

Anchor Products	Complementary Products
Nautical Tourism (Cruises and tours in the Douro River)	Religious Tourism
Gastronomy & Wines	Health & Wellness
Touring	Business
Nature Tourism	Golf

In the specific case of the DR, the most valuable elements for promotion strategies are the River Cruises, Cellars and Wineries, which are, subsequently, communicated to specific and priority target markets as Portugal, Spain, France, Germany, United Kingdom, Italy, United States of America and Netherlands (ERTPNP, 2015).

Conclusion, Limitations and Future Research

The concept of Tourism Governance continues to evolve over time, and in the context of a globalized world, the concept has taken on a new form, metamorphosing itself now to include cooperation, consultation and negotiation. The concept begins to be perceived as a cooperative interaction between the State and other social actors, in a logic of horizontal decision-making and negotiation among all stakeholders, to build commitment. This type of concerted action is crucial, since the impacts created and received will be local, regional, national and international. In the scope of a larger research on tourism governance in the DR, this paper had the objective to identify at the national, regional and local levels, the public entities which have a role in the development of the touristic policies of this region, as well as the instruments of tourism policy in place.

Thus, the involvement of the public sector in the tourism sector was analysed. It resulted in the design of a framework which reflects the position and role of the public entities at each level and the description of the main policy instruments. To our knowledge, this is a new contribution to the understanding of the organization of the tourism public sector in Portugal and in this particular region. The results of this analysis lead us to draw the following main conclusions. The first one is that the development of tourism policies seems to follow a traditional top-down hierarchical line, in which strategies are conceived at the national level, being then “translated” at the “regional” and then at the “local” levels.

Although the above mentioned is the main characteristic of the tourism policy framework, it is possible to observe, as a second conclusion, that there is a slight change in how the tourism planning is accomplished, since from the Tourism 2020 to the Tourism 2027 Plans, there has been an effort to integrate a more down-top dynamic, reflected in the concern to collect the necessities and aspirations of the regional and local communities. At this point of our knowledge it is not possible to characterize the effects of this dynamic in terms of the real participation of the stakeholders in the planning and the execution of the different policy instruments.

However, from the performed analysis, we can draw a final conclusion related to the regional level and more specifically to the CIM entity (Intermunicipal Territorial Community). This level of organization does not have, in its competencies, any major role in the design of the DR tourism policy. However, it seems that this level could have a major role to play, not being limited to help in the promotion of the touristic destination, as it seems to be.

The main limitation that can be pointed out to this investigation is that the analysis did not include the international level. We are aware that many (financial) constraints (namely for the eligibility criteria) are set at the international level, namely at the European one. Nonetheless, this exclusion does not minimize the importance of the overall drawn conclusions at the other levels, which are the ones more directly involved in regional and local governance processes.

To proceed with our investigation, the next stage will focus on highlighting the perceptions of key identified players of the public and private sectors on the tourism governance in the DR. That will allow us to understand their (i) position/ strength in the region, (ii) capacity to influence the political decision-makers; (iii) willingness to cooperate and to create tourism networks involving stakeholders from their activity sector or others; (iv) opinion and vision regarding the region as a single destination; (v) opinion related to the entity that should have the “lead” in the governance dynamic. This analysis will enable us to achieve the main goal of our investigation: the elaboration of a proposal for the tourism governance device of the DR, presenting all the linkages between public and private stakeholders from each level of action identified earlier. In addition, we’ll analyse the remaining political instruments establishing their relationships with these players and its implications for the formulation of tourism policies and strategies.

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Table 1

Spatial action mechanisms

Geographical Scope	Political Tools	Domain	
NATIONAL	National Strategic Plan for Tourism	Tourism	
	<i>Turismo 2020</i>	Tourism	
	<i>Turismo 2027</i>	Tourism	
	National Program for Nature Tourism	Tourism	
	Rede Natura 2000	Nature Conservation	
	Action Plan (2014-2020) – PNPOT	Spatial Planning	
REGIONAL	Operational Program of North Region – <i>Norte 2020</i>	Spatial and Financial Planning	
	Tourism Marketing Strategy for Porto and North (2015-2020)	Tourism	
	Regional Plan for Spatial Planning – North (PROT-N)	Spatial Planning	
	Management Plans for Protected Areas	Spatial Planning	
	Management Plans for public water reservoirs	Water Resources Planning	
	Management Plans for Archaeological Park	Spatial Planning	
LOCAL	Intermunicipal	Intermunicipal Plan for Spatial Planning ADV	Spatial Planning
	Municipal	Municipal Management Plans	Spatial Planning
		Strategic Plans for Tourism	Tourism

Source: Own elaboration based on Albuquerque (2013).

Table 2

Strategic plans for tourism (2007-2017)

Strategic Instruments and Plans	Direct reference to the DR?	Key Ideas
National Strategic Plan For Tourism (2007)	√	Douro Region as an emerging “high quality destination”. The plan highlighted Douro as a key destination related to Gastronomy & Wines, thanks to its characteristics and capacity to improve quality. Regarding Douro’s key tourism resources the plan highlighted: (i) Port wine and gastronomy, (ii) Douro river and vineyard terraces; (iii) Winegrowing properties, manor houses and villages; (iv) Natural and archaeological heritage; (v) Local culture. In synthesis, national authorities selected three strategic products to develop, in a solid basis, at DR: (i) Touring (headed by River Cruises); (ii) Gastronomy and Wines; (iii) Nature Tourism.
National Strategic Plan For Tourism - Review (2011): Proposals	X	The first review of the National Plan occurred during 2011, with the maximum intent of examine and evaluate the main results of its own implementation. Furthermore, this review contributed in a great way to the establishment of renew goals. In respect to Douro region, this specific document didn’t mentioned any particularities related to the strategy defined in the beginning of 2007, with an exception linked to the qualification of the supply side, in order to promote the sector’s growth.
National Strategic Plan For Tourism (2013-2015)	√	DR linked with (i) Nature Tourism, namely for its natural landscape heritage; (ii) Touring, based on the resources georeferenced and closeness to Porto; (iii) Gastronomy & Wines, focused on the development of eno-gastronomic routes and also on new experiences associated with wine products from Douro; and (iv) City Breaks, again, based on the importance of the link Porto-Douro, in order to extend the average stay.
National Strategic Plan For Tourism	√	Strategic products for the North region with direct connection to the Douro region: 1) Mature Products: Touristic, Religious and Cultural Circuits;

(2013-2015) (Review)		2) Developing Products: Nature Tourism (Tours and Equestrian Tourism); 3) Complementary Products: Health Tourism, Gastronomy & Wines and Golf; 4) Emerging Products: Nautical Tourism (Recreational Boating and Surfing).
Turismo 2020	X	<p><i>Turismo 2020</i> does not define strategic products, once that it is understood to be“(…) the individual [the demand side], through its own demand characteristics, that gives rise to these experiences and products, which may have very different configurations. (...) in order to respond to the tourism demand, it is essential that the State and other public agents act with openness, giving to private sector the freedom to identify relevant opportunities at all times, in accordance with the principles of action defined in this document” (<i>Turismo 2020</i>, p. 61). Nevertheless, it is possible to identify some products that stand out in the North Region, as well as their respective level of importance: (1) Touring: Great level of Importance; (2) Golf: Low level of importance; (3) Nature: Medium level of importance; (4) Gastronomy: Complementary product</p>
Turismo 2027	X	<p>This strategic document makes no reference to regions and subregions presenting, instead, a set of issues that promotes the Portuguese territory as a single destination. In order to achieve the objectives outlined in the document, some strategic assets were defined, being divided into three main groups, which in turn were constituted by fundamental resources:</p> <ul style="list-style-type: none"> 1) Differentiating assets - Climate and Light, History and Culture, Sea, Nature, Water 2) Qualifier assets - Food and Wine and Artistic-cultural, sport and business events 3) Emerging Assets - Welness and Living <p>* People (human resources) - transversal to all assets</p>

Source: Own elaboration based on MEE (2013); MEI (2007); MEI (2010); Turismo de Portugal (2015); Turismo de Portugal (2017).

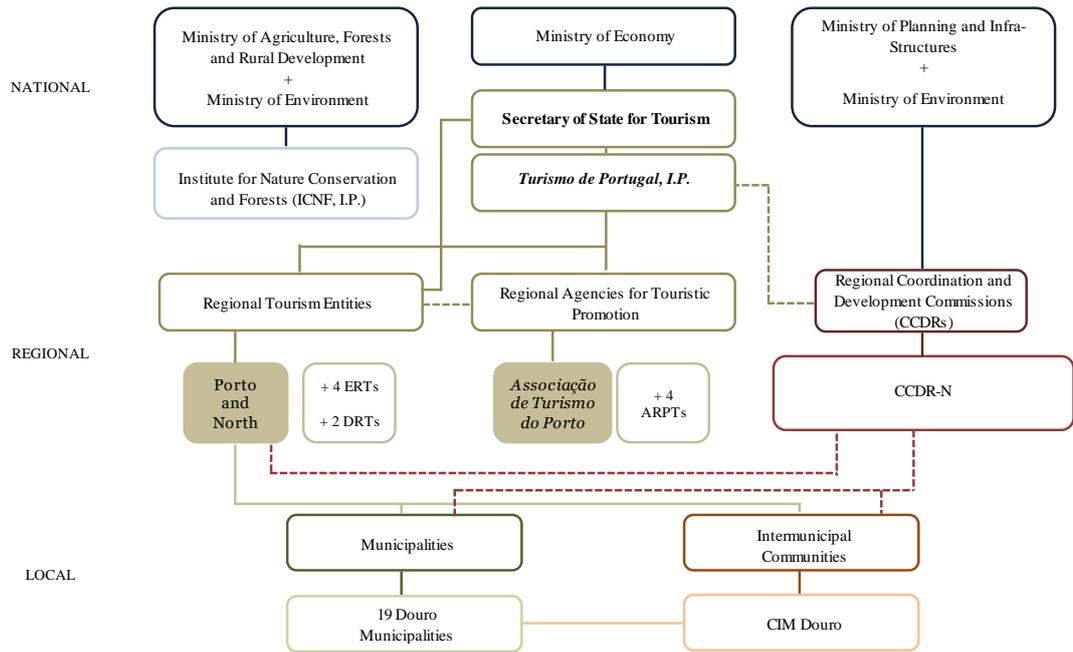


Figure 1. Portuguese Public Governmental Tourism Framework.

Source: Own Elaboration

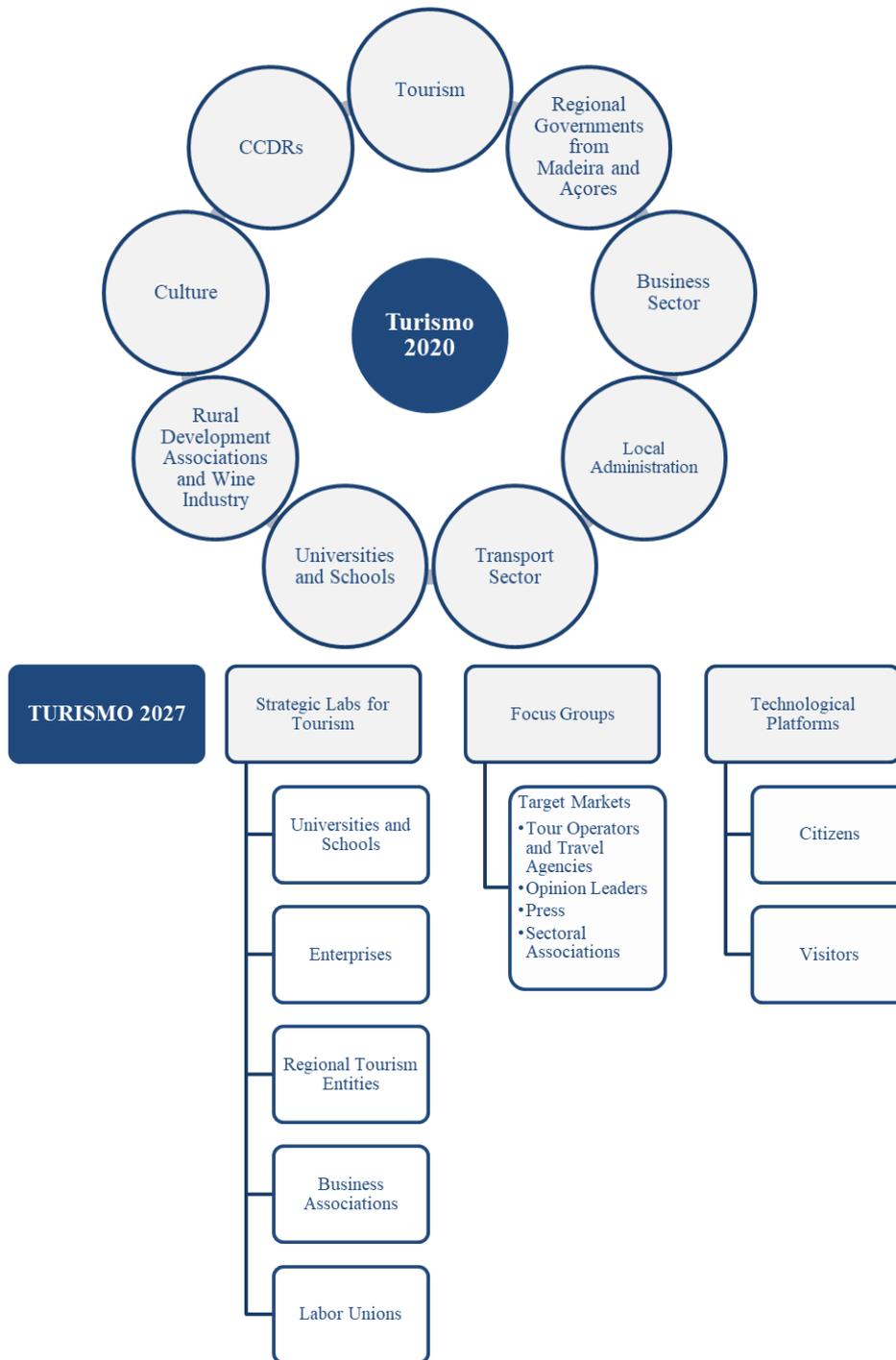


Figure 2. Public consultation structure of tourism strategic plans (Turismo 2020; Turismo 2027).

Source: Own Elaboration based on Turismo de Portugal (2015); Turismo de Portugal (2017).