

ARANTZA ARAMBURU HAMEL

ARANTZA ARAMBURU-HAMEL, joined the OECD -Organisation for Economic Cooperation and Development in February 1999; she currently holds the position of Administrator in the Territorial Development Service.

She has been responsible for various territorial reviews for which she has analysed local strategies for development and national policies with a territorial impact. She has worked particularly on general rural policy aspects, governance issues, and the role of tourism, of typical products and of cultural heritage on local development. She has also organised the international conferences *Development strategies for Intermediate Regions. Alcoy, Spain, June 2001* and *The Future of Rural Policy. Siena, Italy, July 2002*.

Her publications include:

Territorial Reviews: Teruel, Spain. OECD, 2000 (co-author).

Territorial Reviews: Tzoumerka, Greece. OECD, 2001 (co-author).

Territorial Reviews: Siena, Italy. OECD, 2002 (co-author).

She holds a Masters in International Law from King's College, University of London and has practised with the Castro Sueiro & Varela, law firm in Madrid. Her main areas of practice as associate lawyer have been international contracts, corporate law, consumer law, administrative and commercial litigation.

Ms. Aramburu is a Spanish national and speaks fluent French and English.

ARANTZA ARAMBURU-HAMEL è entrata all'OCSE (Organizzazione per la Cooperazione e lo Sviluppo Economico) nel febbraio del 1999 e ricopre attualmente il posto di Amministratore del Servizio per lo Sviluppo Territoriale.

Si è occupata di varie rassegne territoriali, analizzando le strategie locali per lo sviluppo e le politiche nazionali aventi un impatto territoriale. Ha lavorato in particolar modo sugli aspetti della politica rurale generale, le questioni di governo e il ruolo del turismo, dei prodotti tipici e del patrimonio culturale sullo sviluppo locale. Ha parimenti organizzato i convegni internazionali *Strategie di Sviluppo per le Regioni Intermedie. Alcoy, Spagna, Giugno 2001* e *Il Futuro della Politica Rurale, Siena, Italia, Luglio 2002*.

Le sue pubblicazioni comprendono:

Rassegne Territoriali: Teruel, Spagna, OCSE, 2000 (coautore).

Rassegne Territoriali: Tzoumerka, Grecia, OCSE, 2001 (coautore).

Rassegne Territoriali: Siena, Italia, 2002 (coautore).

Ha un Dottorato in Diritto Internazionale conseguito al King's College dell'Università di Londra ed ha lavorato presso lo Studio Legale Castro Sueiro y Varela di Madrid. I suoi principali settori di interesse nella professione legale sono stati i contratti internazionali, il diritto societario, le leggi per la tutela dei consumatori, il contenzioso amministrativo e commerciale.

Arantza Aramburu è cittadina spagnola e parla correntemente il francese e l'inglese.

OECD - ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT BUILDING PARTNERSHIPS FOR PROGRESS

The OECD groups 30 member countries sharing a commitment to democratic government and the market economy. With active relationships with some 70 other countries, NGOs and civil society, it has a global reach. Best known for its publications and its statistics, its work covers economic and social issues from macroeconomics, to trade, education, development and science and innovation.

The OECD plays a prominent role in fostering good governance in the public service and in corporate activity. It helps governments to ensure the responsiveness of key economic areas with sectoral monitoring. By deciphering emerging issues and identifying policies that work, it helps policy-makers adopt strategic orientations. It is well known for its individual country surveys and reviews.

The OECD produces internationally agreed instruments, decisions and recommendations to promote rules of the game in areas where multilateral agreement is necessary for individual countries to make progress in a globalised economy. Sharing the benefits of growth is also crucial as shown in activities such as emerging economies, sustainable development, territorial economy and aid.

Dialogue, consensus, peer review and pressure are at the very heart of OECD. Its governing body, the Council, is made up of representatives of member countries. It provides guidance on the work of OECD committees and decides on the annual budget. It is headed by Donald J. Johnston, who has been Secretary-General since June 1, 1996.

OCSE - ORGANIZZAZIONE PER LA COOPERAZIONE E LO SVILUPPO ECONOMICO COSTRUZIONE DI PARTNERSHIP PER IL PROGRESSO

L'OCSE comprende 30 paesi membri che condividono lo stesso impegno nei confronti di un governo democratico e dell'economia di mercato. Intrattenendo rapporti fattivi con una settantina d'altri paesi, le ONG e la società civile, il suo raggio d'azione è globale. Nota soprattutto per le sue pubblicazioni e le sue statistiche, si occupa degli aspetti economici e sociali in settori che vanno dalla macroeconomia al commercio, all'istruzione, allo sviluppo e alla scienza e all'innovazione.

L'OCSE svolge un ruolo preminente nel favorire la buona gestione nel settore pubblico e privato. Assiste i governi ad assicurare la reattività di aree chiave dell'economia con un monitoraggio settoriale. Riconoscendo i problemi emergenti e identificando le strategie che funzionano, aiuta i responsabili delle politiche ad adottare orientamenti strategici. E' ben conosciuta per le sue analisi e rassegne di singoli paesi.

L'OCSE produce documenti, decisioni e raccomandazioni internazionalmente accettate per promuovere le regole del gioco in aree in cui gli accordi multilaterali sono necessari per il progresso dei singoli paesi in una economia globalizzata. Condividere i benefici della crescita è parimenti di vitale importanza come appare in attività che riguardano le economie emergenti, lo sviluppo sostenibile, l'economia territoriale e gli aiuti.

Il dialogo, il consenso, la valutazione e l'incentivazione tra pari sono al centro dell'interesse dell'OCSE. L'organo che la governa, il Consiglio, è composto da rappresentanti dei paesi membri. Tale organo guida il lavoro delle commissioni dell'OCSE e stabilisce il budget annuale. E' presieduto da Donald J. Johnston che è stato Segretario Generale dal 1 giugno 1996.

A TERRITORIAL PERSPECTIVE OF SUSTAINABLE TOURISM The cases of Teruel, Tzoumerka and Siena

The view of the Territorial development Service at OECD on tourism is not a purely sectorial one. One of its main considerations is the role that tourism can play in the sustainable development of a specific area, taking into account not only its actual and potential resources but also the choices defined in the global development strategy for that territory.

In this light, we have looked at the specificities of a tourism strategy for the rural regions of Teruel (Spain), Tzoumerka (Greece) and Siena (Italy). For OECD Member countries these analyses are valuable as a) they provide insightful inputs on how this activity can improve the general competitiveness of rural areas while contributing to the conservation of the resources, and b) there is a general trend in Member country rural policies from subsidising declining activities to investing in endogenous resources.

Some of the main conclusions of this series of studies are:

1. Tourism is a key component of a sustainable development strategy that cannot be planned and implemented in an isolated manner. Integrating the tourism strategy in the general development plan for a region is the way of ensuring the coherence of objectives, policies and measures, thus ensuring that sectors as interdependent as tourism, agriculture and public services are properly co-ordinated.
2. Governance schemes are determinant of the success or failure of a sustainable tourism strategy. This requires adopting the most appropriate instance which will integrate public and private stakeholders with responsibilities for the design, implementation and evaluation of a sustainable tourism strategy.
3. A critical issue for rural areas, which often has a multitude of small tourism assets, lies in their co-ordination. Therefore, one of the main challenges is to organise the various amenities so that they constitute a minimum critical mass, able to constitute a valid tourism attraction.

A TERRITORIAL PERSPECTIVE OF SUSTAINABLE TOURISM

The cases of Teruel, Tzoumerka and Siena

The view of the Public Governance and Territorial Development Directorate at the OECD on sustainable tourism is not a purely sectoral one. It focuses in particular on the role that tourism plays in the sustainable development of a specific area, not only taking into account its current and potential resources but also the choices defined in the global development strategy for a given territory. It builds upon the thematic work undertaken by the OECD on rural amenities, and more significantly, on a series of case studies -Territorial reviews- on the rural regions of Teruel (Spain), Tzoumerka (Greece) and Siena (Italy).

In all of the three cases mentioned sustainable tourism plays a key role. In addition to tourism, analysis is also carried out on the sustainable development strategies followed in a given region, and the governance schemes.

These analyses are of valuable assistance to OECD Member countries as

- they provide insightful inputs on how this activity can improve the general competitiveness of rural areas while contributing to the conservation of the resources, and
- b) there is a general trend in member country rural policies from subsidising declining activities to investing in endogenous resources.

The following key messages emerged from these studies:

1. Tourism is a key component of a sustainable development strategy that cannot be planned and implemented in an isolated manner. Integrating the tourism strategy in the general development plan for a region ensures coherence in fixing objectives, implementing policies and measures, thus guaranteeing efficient co-ordination between interdependent sectors such as tourism, agriculture and public services.
2. *Governance schemes are determinant of the success or failure of a sustainable tourism strategy.* This requires taking the necessary measures to integrate public and private stakeholders with responsibilities for the design, implementation and evaluation of a sustainable tourism strategy.
3. Co-ordination is a critical factor for rural areas which have a multitude of small tourism assets. Therefore, a central challenge would be to organise the various amenities to constitute a minimum critical mass, in order to constitute a valid tourism attraction.

In sum, the results of the work undertaken shows that the central element for sustainable rural tourism is the necessity for effective co-ordination.

1. THE PROFILES OF THE REVIEWED REGIONS

Among the three regions analysed, two of them present similarities, (Teruel and Tzoumerka); they are both lagging regions, economically and socially, while Siena is a good example of a successful rural region.

Teruel is a highly depopulated province in the Spanish region of Aragon. The main sectors of Teruel's economy, -agriculture and public employment- show the absence of any real growth and are likely to contract. It is one of the areas in Spain which has the poorest transport links and up to now Teruel has also suffered from a poor image, that of an area in decline. Nonetheless, natural and cultural amenities (history, a unique artistic and architectural style, its labelled typical products) stand out as the main strengths of the province, and one of the main unexploited sources of development potential.

Tzoumerka is an isolated and mountainous region, situated in North-western Greece, in the region of Epirus. It presents serious economic and social handicaps not uncommon among mountain regions, though possibly more extreme than the average. Tzoumerka is one of the poorest areas of the poorest European region. It is economically dependent on agricultural production, mainly sheep breeding, which in its turn is 54 % dependent on CAP support, and also characterised by a continual outmigration of the working age population. Also here, a beautiful, unspoilt landscape, a rich history and an authentic mountain culture and traditions constitute a strong asset of the region. Tzoumerka also has a specific strength constituted by the thousands of émigrés Tzoumerkans who return to their home region in the summer, thus constituting an important potential resource for the regeneration of the area.

The Italian province of Siena presents a very different picture. Economically it is a successful territory, with good performances in income, employment growth and outmigration. Siena has also a varied set of economic activities, with the agrofood production and the tourism sector accounting for an important part of the Sienese economy, while the service sector has an important role too, and there is also a localised

industrial production. While other rural areas are struggling with economic stagnation and outmigration, Siena is illustrative of how local rural assets have been able to spur new growth.

2. SUSTAINABLE DEVELOPMENT STRATEGIES FOR THESE REGIONS AND THE ROLE OF TOURISM

From all three rural regions analysed tourism comes out as a key component of a sustainable development strategy, which cannot be planned and implemented in an isolated manner. Integrating the tourism strategy in the general development plan for a region is a way of ensuring the coherence of objectives, policies and measures, thus ensuring that sectors as interdependent as tourism, infrastructure, agriculture, education and training, key public services, business support and environmental protection. and public services are properly co-ordinated.

This co-ordination is not an end in itself; it is a practical requirement in the process of development which aims for sustainability, in order to ensure that the different actors do not pursue their objectives independently, which could put at risk the viability of other activities and of the resources of the territory.

Although this need for co-ordination is at different stages in the different regions, some common elements can be highlighted:

a) A good co-ordination between tourism, the agrofood, the transport and ICT strategies is central

In effect, a sustainable tourism strategy in these regions cannot succeed without, firstly, an appropriate interaction with the dominant **agricultural activity**. Thus, the approach proposed for Tzoumerka and Teruel agrofood sectors is rooted in quality and in adding value to agricultural produce, mainly through processing into quality food products, as is the case in the province of Siena, which has proved successful. At the same time, sustaining agricultural activities is important for tourism. Firstly, typical products have an undeniable tourism appeal, and are also critical to maintaining the authenticity of the region to tourists interested in a substantial discovery of the area's nature, culture and tradition.

The transportation infrastructure strategy is particularly important for remote rural regions such as Teruel and Tzoumerka. . The environmental and scenic impact should be carefully tested, given the central role of tourism for these areas. Poor communications have contributed to inhibiting strong development but also explain the preservation of their tourism assets. The case of Siena shows a good balance between transport communication that allows the penetration of tourism without ruining the scenic value.

As regards the **Information infrastructure**, ICTs are a critical asset for all rural areas whatever their level of development. These initiatives will have special relevance both from an economic point of view (the agro-food and tourism strategies would benefit directly from greater connectivity) and also from a social cohesion perspective, as is already experimented in the province of Siena.

b) Specific instruments for co-ordination

Given that to achieve sustainable tourism, co-ordination with other sectors is paramount, the next issue is how to achieve this. The interesting point in Siena is how they are developing these tools. They are building a governance framework aiming for sustainability in the sense that:

On the one hand, it ensures the co-ordination of all objectives and sectors, such as tourism, by defining a global and long-term development plan, thorough a *Strategic Development Plan*. This tool is intended to provide a long-term vision for the development of the province. This vision will guide decision-making, and intends to co-ordinate economic activities, social objectives and resource protection on the territory.

- On the other hand, it aims to ensure the permanence and the reproducibility of the whole complex of factors and resources (landscape, urbanism, etc.) in order to permanently contribute to development. The instruments consist of a *Provincial Territorial Co-ordination Plan or PTCP*, Its main purpose is the safeguard of the territory, but its strict rules co-ordinate this objective with urban development transportation.

3. SPECIFIC ASPECTS OF THE SUSTAINABLE TOURISM STRATEGIES

a) Organizing rural amenities to form a critical mass of assets

A central issue for sustainable rural tourism is again a question of co-ordination. It is crucial to create a substantial link between all tourism assets to attain a minimum attractive pull required by a tourist destination. This is a crucial aspect as the majority of rural areas will attract tourism thanks to the perception of a set of assets (small towns, churches, rural hotels etc.) which are not all of them spectacular, rather than relying on the spectacular value of a single amenity.

This idea is already traditionally integrated in the Tuscan culture but it still has to make its way in remote areas such as Teruel or Tzoumerka, where local actors still think that competition comes from next door rather than from alternative tourism destinations.

b) Large scale schemes versus niche market rural tourism

This is the alternative faced by regions where Tourism is under developed. Rapid development through a search for large-scale schemes is an attractive prospect for policy makers at a first glance, particularly for areas suffering from development problems. The example of large golf sporting centres, which have succeeded in Southern Spain, is tempting for Teruel, or large ski resorts for Tzoumerka. Nonetheless, it should be taken into account that this type of option does also require an intensive amount of capital, as well as staff resources, which are not easy to meet in sparsely populated rural areas. More significantly, the damage on the environment could be irreversible.

Taking into account the characteristics of Teruel and Tzoumerka, a small-scale sustainable tourism option seems more appropriate. This diversifies the rural economy rather than subjecting it to radical change. This option allows the conservation of the culture and the landscape of the area, and works with the agrarian economy, developing synergies through shared marketing, as has been the case in Siena. Nevertheless, the option of sustainable tourism is not easy to achieve. Although not capital –intensive, implies specific requirements for human capital and governance schemes. For instance, if eco-tourism is developed, there is an increased demand for specific skills such as the environmental management of the amenities.

c) Rural tourism is not the only solution for the decline of the region

While tourism can provide employment and income opportunities to the young, thus curbing outmigration, it also has strong demonstration effects. Tourism cannot compensate alone the decline in agriculture and the weakness of all other economic sectors when the region as a whole does not necessarily lend itself to developing tourism .

Thus, in Tzoumerka, where actors in the field of agriculture have shown no interest to economic incentives, either to modernise their activities or to promote other business activities, the only exception is tourism. It is important to note that for regions such as Teruel and Tzoumerka, where there's a certain dependency culture, tourism is a chance to bring about a change in mentality and attitudes towards entrepreneurship.

d) The problems of congestion

Too much tourism can also be a problem . This is becoming a reality in Siena, due to the congestion in the three world heritage sites of the province (Siena, Pienza and San Gimignano). The overcrowding of these sites is not only a risk for the physical integrity of the amenities but also creates social rejection and gradually causes historic centres to become museum towns, empty of their traditional functions and inhabitants.

Solutions to this problem require redirecting the tourism flows to less known and less congested areas. This implies a) appealing to a type of discovery which emphasises a substantial connection to the culture and environment, connecting with the growing trend of visitors wanting to be more involved and learn about the culture nature and history of places and to create their own customised vacation, and b) highlights the need of an improved co-ordination of actors involved, public and private, of the congested areas, and less visited ones as well as at a provincial level. Consequently, all amenities become visible, and visitors can be directed to less explored areas.

e) The Governance context

The governance scheme is an important issue . Whether it be more or less developed rural regions, the organisation of tourism is characterised by its division amongst a range of public authorities, its lack of comprehensive long-term planning, of partnerships with other stake holders in tourism, and without effective linkages between tourism and other parts of the socio-economic planning process.

In this perspective, and particularly in regions where a whole new Territorial strategy must be developed, it is recommended to create an organism with responsibilities for all that concerns the design, implementation and evaluation of policies for sustainable tourism development. This could take the form of a task force, with a temporary mandate, or a permanent agency for sustainable development.

It is important that there is an effective co-ordination on the part of the public and private actors involved in tourism, and to ensure that leadership and accountability are referred to sustainable development.