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OVERTOURISM: AN INTERNATIONAL COMPARISON OF CURRENT SITUATIONS AND POLICY IMPLEMENTATIONS

オーバーツーリズム:現状と政策展開の国際比較

Tokyo, Japan December 9th, 2019 ヌェン ヴァン チューン Research fellow: **Nguyen Van Truong** Japan Transport and Tourism Research Institute Academic advisor: **Ass. Prof. Dr. Fukuda Daisuke** Tokyo Institute of Technology

Contents 報告内容



- 1. Research background and objective 研究の背景と目的
- **2. Structure of over-tourism** オーバーツーリズムの構造
- 3. Over-tourism analysis method 分析手法
- 4. Excessive degree of tourists and policy strictness 過剰度合いと政策の強さ
- 5. Bad behaviors and specific policy implementations 悪いマナーと政策事例
- 6. Excessiveness, negative consequences and policy implementations もたらした結果と政策事例
- 7. Best policy practices 政策の成功事例
- 8. Conclusions, limitations, and future research 結論、研究の限界、今後の研究

Over-tourism has emerged as global issue

Protest-Barcelona, EU (Rita Sobot)



Locals are disturbed-Amsterdam, EU (Shutterstock.com)



Protest-Venice, EU (Ghetty)

NGUYEN Van Truong, Research fellow Japan Transport and Tourism Research Institute



Damage of nature-Jelly fish lake, Palau, Oceania (Richard Schneider)



Loss of Coral-Phi phi Koh, Thailand https://grapee.jp/en/116329



Overcrowded-Kyoto, JP (Adams, independent)



Ruin local farms, Biei, JP (grape)

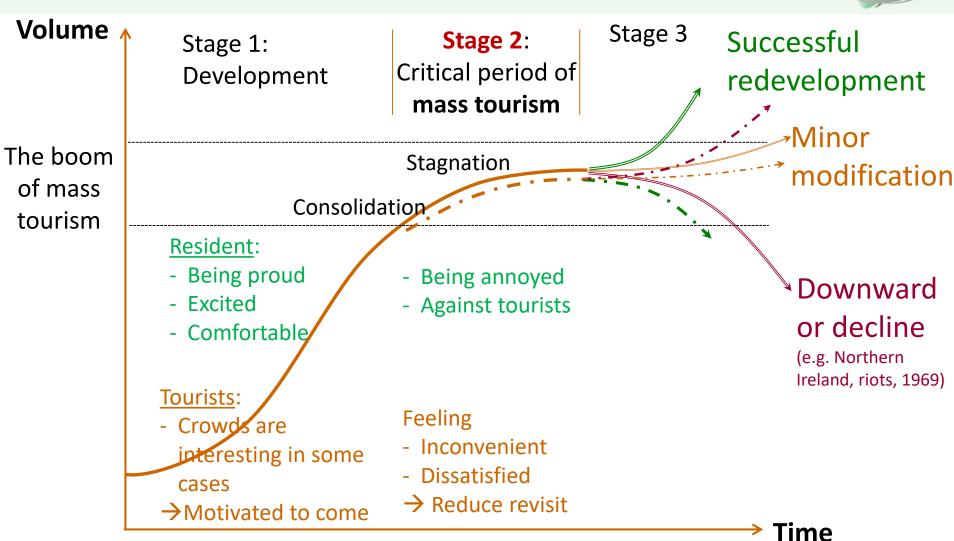


Environmental issue-Sam Son, VN (kenh14)



10 December 2019

The need for research on over-tourism



Tourist volumeNegative impact

(adapted, adjusted, and simplified based on Butler, 1980, The Concept of a Tourist Area Cycle of Evolution: Implications for Management of Resources)

Global concerns about over-tourism



G20 Tourism Ministers'

Meeting: "Shifting towards more sustainable tourism and maximizing its contribution to the SDGs"

Over-tourism mitigation is an important task contributing to SDGs



"We must study measures to address friction between tourists and locals, as well as to protect the environment,"

Mr. Kazuyoshi Akaba, Minister, MLIT

(https://www.japantimes.co.jp/news/2019/10/27/national/hokkaido-meeting-g20-ministers-vow-address-tourism/#.XdTYuFczZPY)



"Tourist: your luxury trip - my daily misery", Barcelona.



Nha Trang beach, Viet Nam (source: vietnammoi.vn/phat-hoang-voi-hinh-anh-rac-thai-o-bai-bien-nha-trang-118967.htm)



Biei, Hokkaido, Japan (source: https://mybiei.jp/wpcontent/uploads/2019/08/110_web_no04.jpg)

Research motivation



- □ PRI-MLIT Policy study (2019Q2):
 - Oversea: 5 cities: Barcelona (2017), Berlin/Germany,
 Copenhagen/Denmark, Seoul & Suwon/Korea (2018); 1 country
 (Thailand)
 - Domestic: 4 areas (Yufu city/Oita, Kyoto city, Nanjo city/Okinawa, and Okinawa Prefecture)
- □ UNWTO Policy study (2019): 18 cities (14 European cities; 1 city in America New York; and 3 cities in Asia)

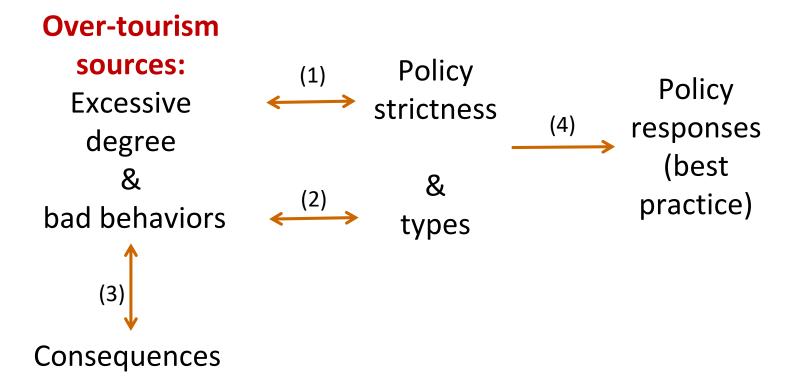
Research remains unclear on

The structure of over-tourism: The sources, consequences, and how policies are linked to them

Research objective 研究の目的



To structure over-tourism problem, then analyze over-tourism (the sources, consequences, and their links to policies) across cities relying on over-tourism structure.



Structure of the presentation



Over-tourism structure

オーバーツーリ ズムの構造



Over-tourism analysis for comparison Method: Combination of

Quantitative (statistical) and Qualitative

(opinion of experts) information

分析手法

(1)

Excessive degree and policy strictness

過剰度合いと政 策の強さ (2)

Bad behavior uniqueness and policies

悪いマナーと政 策事例

(3)

Excessiveness, negative consequences and policies

もたらした結果と 政策事例 (4)

Best policy practices

政策の成功事 例

Contents 報告内容



Over-tourism structure

オーバーツーリズムの構造

Over-tourism analysis for comparison

Method: Combination of

Quantitative (statistical) and Qualitative

(opinion of experts) information

分析手法

Excessive degree and policy strictness

過剰度合いと政策の強さ

Bad behavior uniqueness and policies

悪いマナーと政策事例

Excessiveness, negative consequences and policies

もたらした結果と政策事例

Best policy practices

政策の成功事 例

Over-tourism structure review

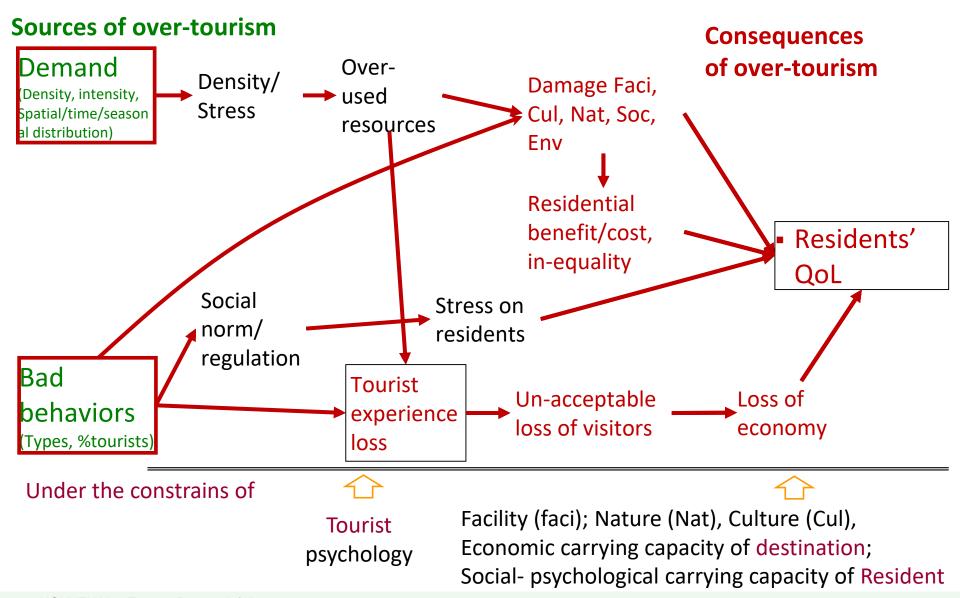


The **volume** and **behaviors** were emphasized as **sources** of the negative impacts to some extent:

- Peeters et al., (2018), Rosenow & Pulsipher, (1979): <u>damages</u> to historical sites, natural resources as consequences of <u>inappropriate</u> <u>behaviors</u> or <u>number of people entering</u> a site
- Koens et al., (2018): Over-tourism was used to describe the <u>overusing</u> natural resources
- → But causal-effect relationships in a comprehensive structure of over-tourism problem were not documented well
- Aim: To construct the comprehensive causal-effect relationships between over-tourism sources and their consequences on elements of destination and tourist.
 - As the <u>background</u> for over-tourism <u>comparison</u> analysis

Tentative structure of over-tourism problem/

Self elaboration



Definition and indicators of over-tourism

Over-tourism indicates the situation where the negative impacts of tourism, caused by over-excessiveness and bad behaviors of tourists, beyond the carrying capacity of destination and unacceptably degrade tourists' experience.

Tourist side:

- Demand: Vol, density, intensity, distribution (spatial, seasonality, time)
- Behaviors: % bad behavior tourists;Type of behaviors
- 3. Type: recreational/ business

Destination side:

- 1. Geography: island, urban, rural
- 2. Resources: number of spots, scale
- 3. Social-economic
- 4. Cultural: Traditional/modern
- 5. Accommodation facility
- Transport system: capacity or performance (PuT, PrT)

Over-tourism consequences:

- Tourist satisfaction, loyalty (%satisfied or dis-satisfied)
- 2. Resident QoL (% satisfied or dis-satisfied)
- 3. Negative impacts on destination:
 - Economic: % total GDP (contribution);
 Leakage (negative)
 - Nature, culture, social, environment, facilities

Source: Selected and compiled from Peeters et al., 2018. and Moses, 2013, Global Sustainable Tourism Criteria - (GSTC)

Contents

報告内容



Over-tourism structure

オーバーツーリ ズムの構造



Over-tourism analysis for comparison method:

Combination of Quantitative (statistical) and Qualitative (opinion of experts) information

分析手法

Excessive degree and policy strictness

Bad behavior uniqueness and policies

and policies

Excessiveness,

negative

consequences

Best policy practices

過剰度合いと政策の強さ

悪いマナーと政策事例

もたらした結果と 政策事例 政策の成功事 例

Selection of cities for analysis



- □ **50 cities** suffering from over-tourism were identified based on Newspapers, Academic forums, UNWTO reports, and Academic papers.
- Email-based survey: 28 cities responded; Local experts (<u>tourism</u> <u>officers</u> and/or <u>researchers</u>); 3 languages (English, Japanese, Vietnamese)



☐ Statistical data collection: based on indicators (shown in slide 12)

Statistical data collection



Tourist side:

- 1. Demand: Vol, density, intensity,
 - Distribution:
 - Seasonality/day-night
 - spatial
- 2. Behaviors: % bad behavior tourists; Type of behaviors
- 3. Type: recreational/ business

Destination side:

- 1. Geography: island, urban, rural
- 2. Resources: number of spots, scale
- 3. Social-economic: Population scale, Income, (Low, High); City area scale
- 4. Cultural: Traditional/modern
- 5. Accommodation facility
- 6. Transport system: capacity or performance (PuT, PrT)

Consequences:

 Tourist satisfaction, loyalty (%satisfied or dis-satisfied)

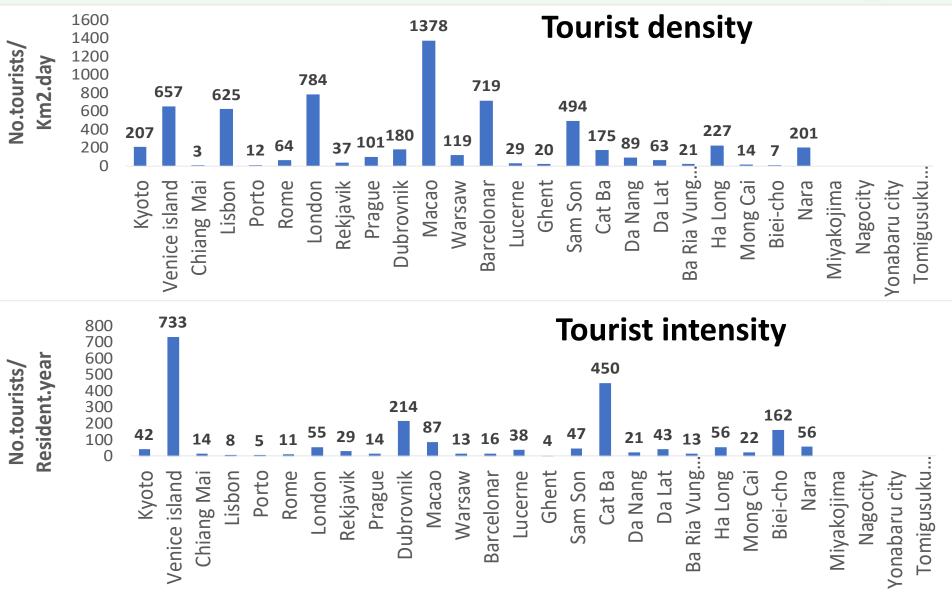
- 2. Negative impacts on destination:
 - Economic: contribution & Leakage
 - Physical-facility, social, environment
- Resident satisfaction (% satisfied or dissatisfied)

Note:

Green: Available; Orange: Lack of infor. In many cities; Gray: Not available

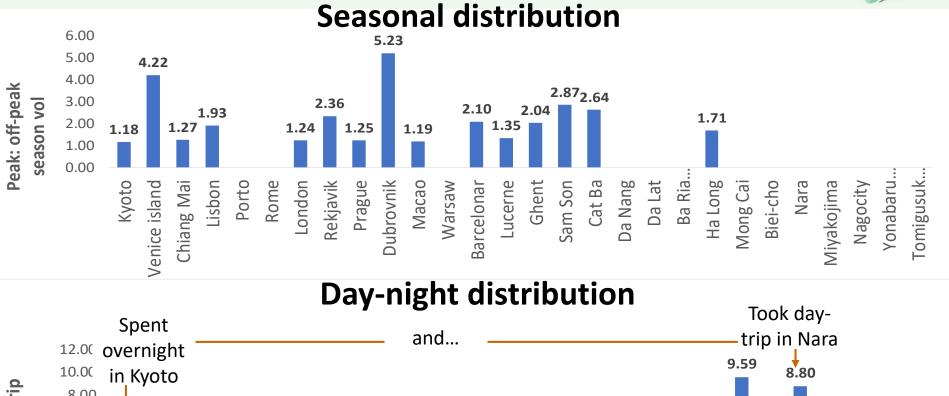
Tourist density and intensity

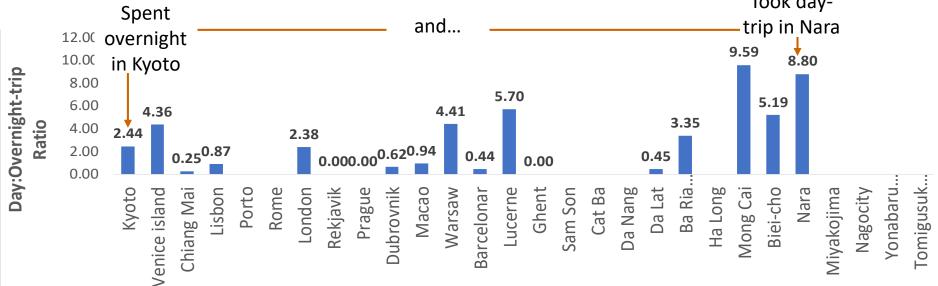




Time distribution of tourists



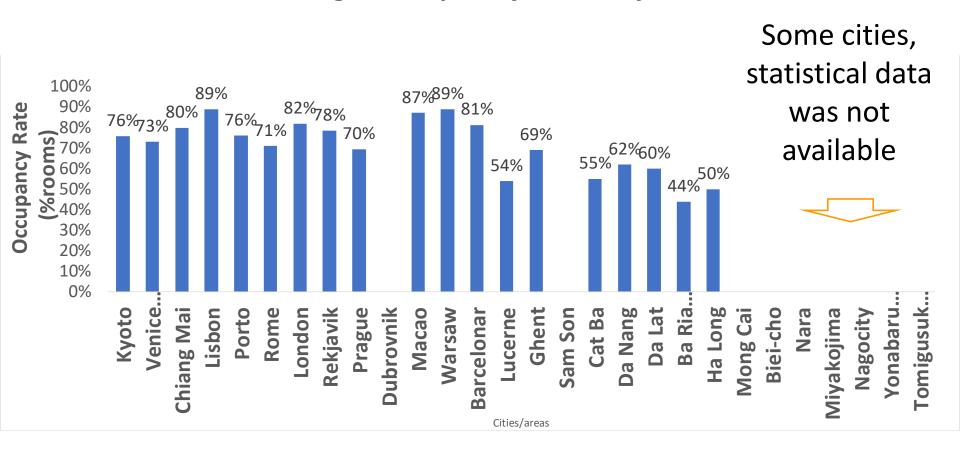




Facility utilization



Average occupancy rate in year



Method for ranking excessive degree of tourists

Based on statistical data

Aim: Compare cities on relative basis (since there is no "clear threshold")

Step 1: Standardize

the criteria

$$y_i = \frac{x_i - \bar{X}}{sd}$$

	Su						
Cities	No.tourists						
Cities	/Km2.day						
Warsaw	118.9						
Kyoto	206.8	٨					
		$\lfloor \rangle$					
Venice	656.9	Y					

$$\bar{X} = 277.3$$

 $sd = 343.7$

$$y_1 = \frac{x_1 - \bar{X}}{5d} = \frac{118.9 - 277.3}{334.7} = -0.46$$

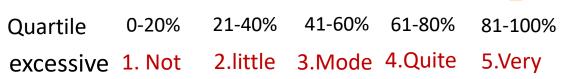
Step 2:

General Index $\bar{Y} = \frac{1}{n} \sum y_i$

				Ţ			
No.tourists/ Km2.day			Seasonality	General			
		•••		Index			
-	-0.46	•••	-	0.26			
	-0.21	•••	-0.89	-0.23			
	•••	•••		•••			
	1.10	•••	1.53	1.40			
/							

Level of excessive 4
2
...
5

Step 3: Ranking excessive degree with 5 Likert-scale (same scale with expert's opinions)



over

rate

over

Levels

high

high

Expert opinion and Why combination with statistical data?



Expert opinion

Q1: In general, tourism season, at tourism spots, to what extent do you feel excessive?

A: Likert-scale:

1.Not excessive - 5.Very excessive

Q2: **level of excessive** of visitor at Tourist spots; Local transport; Restaurants; Recreational areas/shops?

Q3: Level of **frequency of complaint** of **tourists**?

Q4: Level of **frequency of complaint** of **residents**?

A: Likert-scale:

1.Not excessive - 5.Very excessive

Statistical data availability

Tourist side:

- 1. Demand:
 - Vol, density, intensity,
 - Distribution:
 - seasonality
 - spatial
- 2. Behaviors: % bad behavior tourists; Type of behaviors
- 3. Type: recreational/ business

Destination side:

- 1.Geography: island, urban, rural
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- 3. Social-economic:
 - Population scale
 - ■Income (Low, High)
 - City area scale
- 4. Cultural: Traditional/modern
- 5. Accommodation facility
- 6. Transport system: capacity or performance (PuT, PrT)

Consequences:

1.Tourist
satisfaction,
loyalty
(%satisfied or
dis-satisfied)

- 2. Negative impacts on destination:
- Economic; Physical-facility; social; nature; environment
- 3. Resident satisfaction (% satisfied or dis-satisfied)

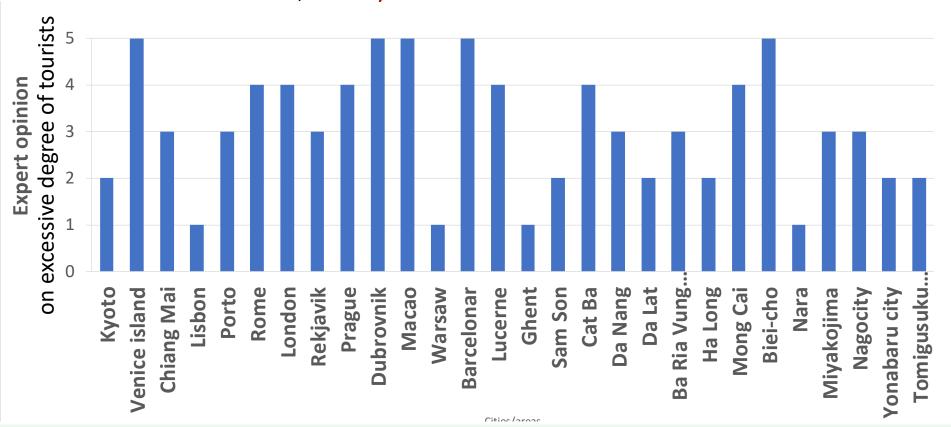
Note:

•Green: Available; Orange: Available but Missing; Gray: Not statistically available

Experts' opinion about excessive degree of tourists



- Question 1: General, in tourism season, at tourism areas, to what extent do you feel too excessive?
- □ **Answer**: 5 Likert-scale
 - 1. Not excessive; 2. A little excessive; 3. Moderate excessive;
 - 4. Quite excessive; 5. Very excessive



Comparison analysis method

Based on the over-tourism structure



	Sour	ces	Over exc. degree		Over-tourism consequences				Policies						
Cities	Volume	Behavior	General index	Expert	Social	(residents/ tourists)	Infra/ Facility	Environment	Economic	Volume	Carrying capacity	Behavior	Other	Policy	Policy Effectiveness
•••															
Note:															_
Over-touri	sm level		1 -:- 5		Not over -:- very excessive										
Strictness	of policy	/	Low		Improve awareness, perception (Propaganda, education, sign boards						ards)				
			Med		Ask for cooperation (taxation, tourist dispersion)										
			High		Force to follow (arrival restriction, fine)										
Effectivene	ess of po	olicy	0		Not implemented yet or under discussion										
1				Not effective											
	2 Little effective														
	3 Effective, very effective														

Contents 報告内容



Over-tourism structure

オーバーツーリ ズムの構造



Over-tourism analysis for comparison method:
Combination of Quantitative (statistical) and Qualitative
(opinion of experts) information

分析手法

Excessive degree vs. policy strictness

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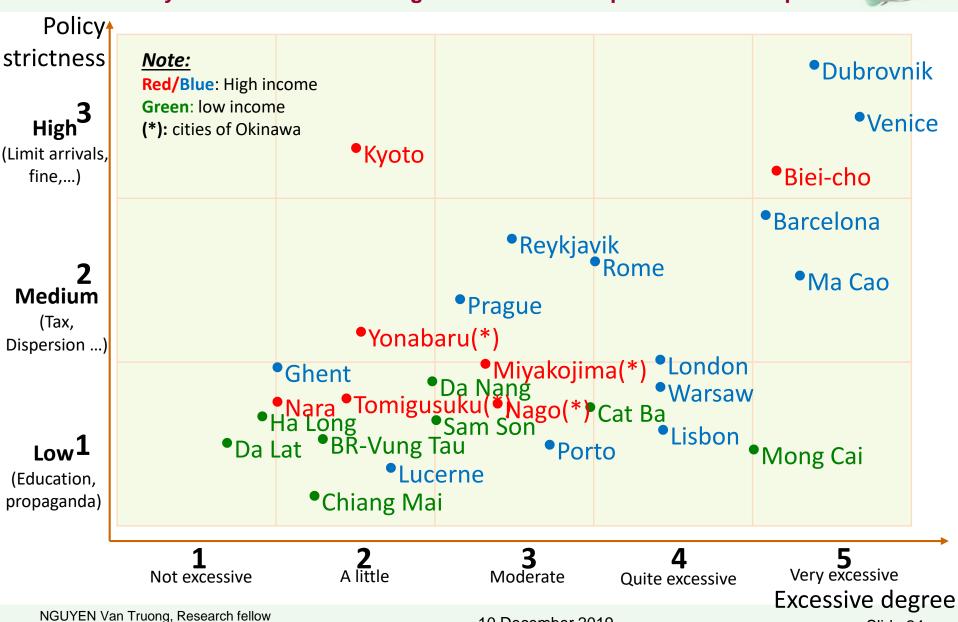
もたらした結果と政策事例

Best policy practices

政策の成功事 例

Excessive degree of tourists vs. policy strictness.

Qualitatively constructed based on general index and opinion of local experts

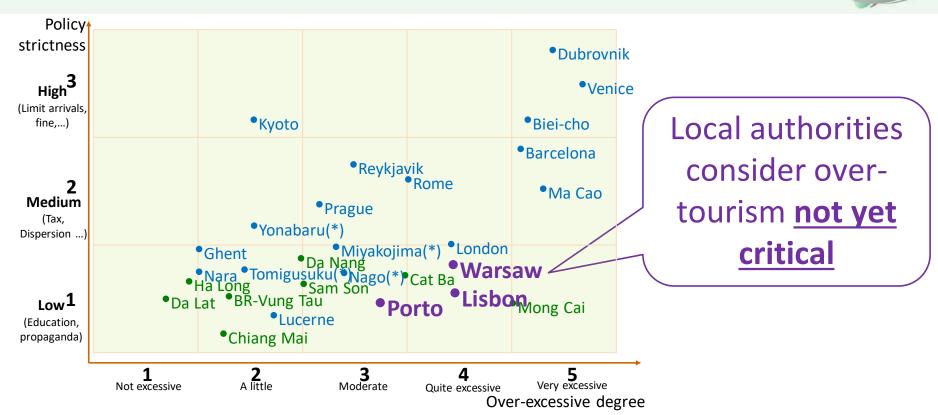


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Slide 24

Authorities' viewpoint and policy implementations



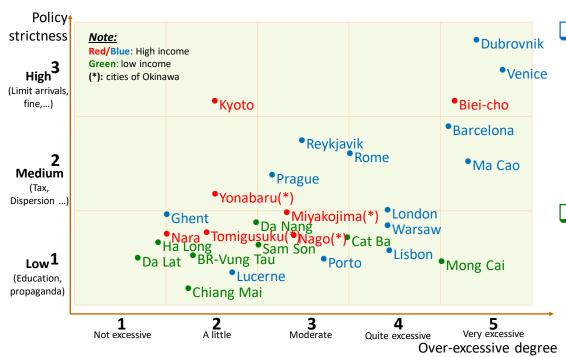
"In Portugal, there are considerably tourists to Lisbon...we consider that <u>we still do not have</u>

<u>Over-tourism</u> problems" (Patricia Seguro, Director, Business Intelligence at Turismo de Portugal, Lisbon).

Findings: Local authorities' viewpoint played vital role in issuing, implementing the over-tourism policies

Policy in low vs. high income cities





- □ High income cities: more excessive degree of tourists, more strict policies applied.
- □ Low income cities: educational measures were mostly preferred

Findings:

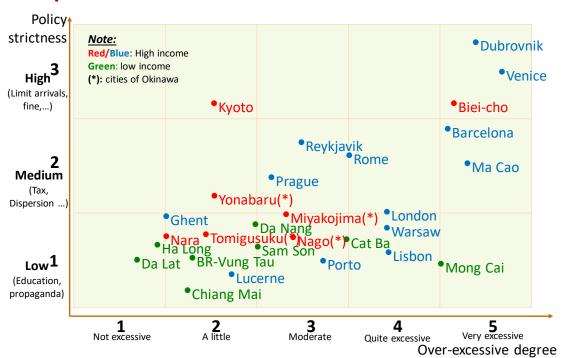
Economic benefit may be primary determinant for policy consideration ✓ Cat Ba tourism authority: "More crowded tourists provide more economic benefit and job for local. We see it is much positive than the negative impacts..."

"Khách du lịch đông, người dân có công ăn việc làm, tang nguồn thu nhập cho gia đình, ... chất lượng sống của người dân địa phương tốt lên, du lịch mang lại nhiều lợi ích hơn những tiêu cực..."

Policy in cities of Japan



■ Both Kyoto and Biei-cho are implementing higher strict policies



- ✓ Kyoto (Akimahen):
 - ¥1Mil or 5Years in prison drunk cycling
 - ➤ ¥30,000 fine littering
 - ¥1,000 fine smoking in prohibited space
- ✓ Biei-cho: Tourist manner rule 110 to protect their farmers

Findings:

Kyoto, Biei paid more attention in promoting their local communities

Contents 報告内容



Over-tourism structure

オーバーツーリ ズムの構造



Over-tourism analysis for comparison method:
Combination of Quantitative (statistical) and Qualitative
(opinion of experts) information

分析手法

Excessive degree vs. policy strictness

過剰度合いと政 策の強さ

Bad behavior uniqueness and policies

悪いマナーと政策事例

Excessiveness, negative consequences and policies

もたらした結果と 政策事例 Best policy practices

政策の成功事 例

Specific bad behaviors as source of over-tourism

European cities



Naked, unsuited wearing Barcelona, Spain and Croatia (Ghetty and dailymail)



drinking, disorderly conduct, Barcelona, Spain (Ghetty)



Sleep in public space, bathing in the canal (Quora and Dailymail)



Altare della Patria,

Venice:

2000: fine €25-€500 for forbidden behaviors

Urban Police Regulation, fie

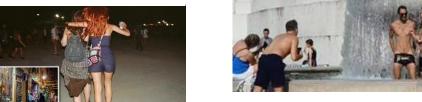
#EnjoyRespectVenezia

- > 2009: **fine €100 €7,000** for buying from illegal street peddlers
- 2017, "EnjoyRespectVenezia" to enhance awareness of visitors

Rome:

- > **Fine**: prohibited behaviors
- Ban: bars, restaurants ... after 10pm

Others: Hvar, Split/Croatia; Mallorca/Spain...



Rome, Italy (thetimes)

Barcelona:

- Fine (up to €600): prohibited behaviors
- Limit (operating time, newly open) restaurant, bars in the city center

Specific bad behaviors as source of over-tourism Japanese cities



- ☐ Japan (in general): Opinions of staff of 46 local DMOs (PRI-MLIT survey):
 - Using toilet inappropriately
 - Impacts from tourists related to anime movies
 - Illegal taxi (drivers and riders are foreigners)
- ☐ Kyoto, ancient capital, traditional,WHS: touching/taking photo ofGeisha, Noise
- Biei-cho, famous for beautiful farms: tourists frequently enter the fields of the local farmers



Limit
& arrivals
(under discussion)



Specific bad behaviors as source of over-tourism Findings



- ✓ Violation of general social norms/regulations
- **✓ Cultural difference**: tourists and residents
- → Making residents stressed; degrading local environment

Contents 報告内容



Over-tourism structure

オーバーツーリ ズムの構造



Over-tourism analysis for comparison method:

Combination of Quantitative (statistical) and Qualitative

(opinion of experts) information

分析手法

Excessive degree vs. policy strictness

過剰度合いと政策の強さ

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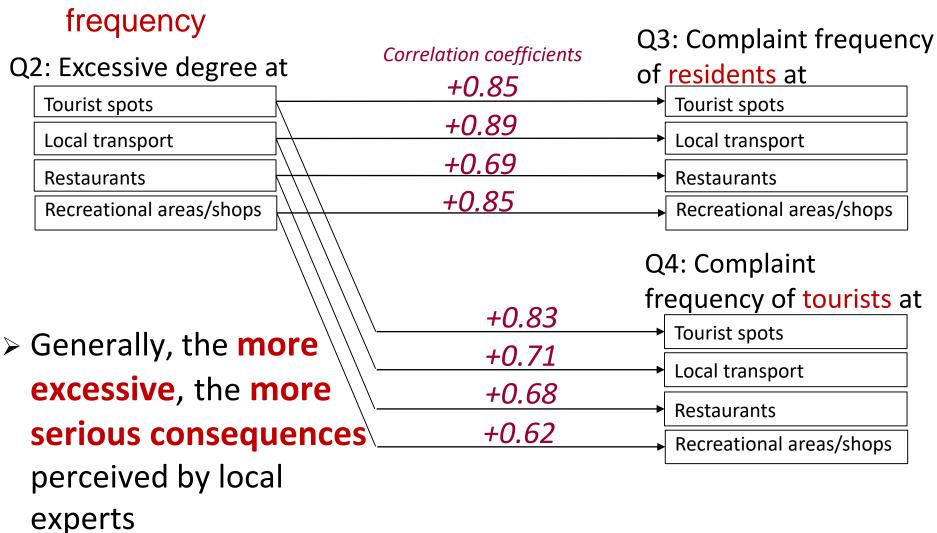
Excessiveness, negative consequences and policies

もたらした結果 と政策事例 Best policy practices

政策の成功事 例

General relationship between excessive degree and negative consequences

Correlation between over-excessive degree and complaint frequency



Specific consequences: Tourism protests

(in high degree of over-tourism cities)

Against "mass tourism"

in Barcelona/Spain, Venice/ Italy; And others: Majorca, San Sebastian, Palma -Mallorca/ Spain; Berlin/ Germany; Iceland







"People cannot rest"... "Many residents are leaving the barrio because they cannot go on living like this."

Vice-president of the Barcelona Neighbours' Association

Source: https://www.express.co.uk/travel/articles/1002821/barcelona-spain-news-holidays-2018-tourists

Specific consequences: Damage of identity, demography (in high degree of over-tourism cities)

Venice:

- Losing ~2/3 local residents 175,000 (1951) dropped to 55,000 (2016)
- ➤ The local shops, activities have been replacing by the outsiders
- → Taxation, limit hotels in old town, fine bad behaviors

Dubrovnik old town:

- Losing ¼ population (during last 5 years, 2011-2016)
- → Strictly restrict arrivals

"Tourism in Dubrovnik in recent years has become a monster that is increasingly difficult to control."

(Bozo Benic, president of the Dubrovnik Association of Architects)



'Without Venetians, don't call it Venice any more'

https://www.bbc.com/news/world-europe-37963136



(https://balkaninsight.com/2018/07/18/dubrovnikdethroned-07-10-2018/)

Specific consequences: Loss/damage of nature

(look further out of 28 surveyed cities)

Maya bay, Thailand: The loss of coral system → closed indefinitely



<u>https://edition.cnn.com/travel/article/maya-bay-closure-thailand/index.html</u>

Palau: The **ban** of sunscreens comes into force in 2020





Reduction of Jellyfish species, Palau. The lakes were closed to be restored

https://www.daily-sun.com

re.com

Policy findings



- ✓ In most of the cases, policies were produced to solve the negative consequences rather than to prevent over-tourism
- ✓ Policies for over-tourism prevention should be given more attention

Contents 報告内容





オーバーツーリ ズムの構造



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Combination of Quantitative (statistical) and Qualitative

(opinion of experts) information

分析手法

Excessive degree vs. policy strictness

過剰度合いと政 策の強さ Bad behavior uniqueness and policies

悪いマナーと政策事例

Excessiveness, negative consequences and policies

もたらした結果と 政策事例 Best policy practices

政策の成功 事例

Aim and method

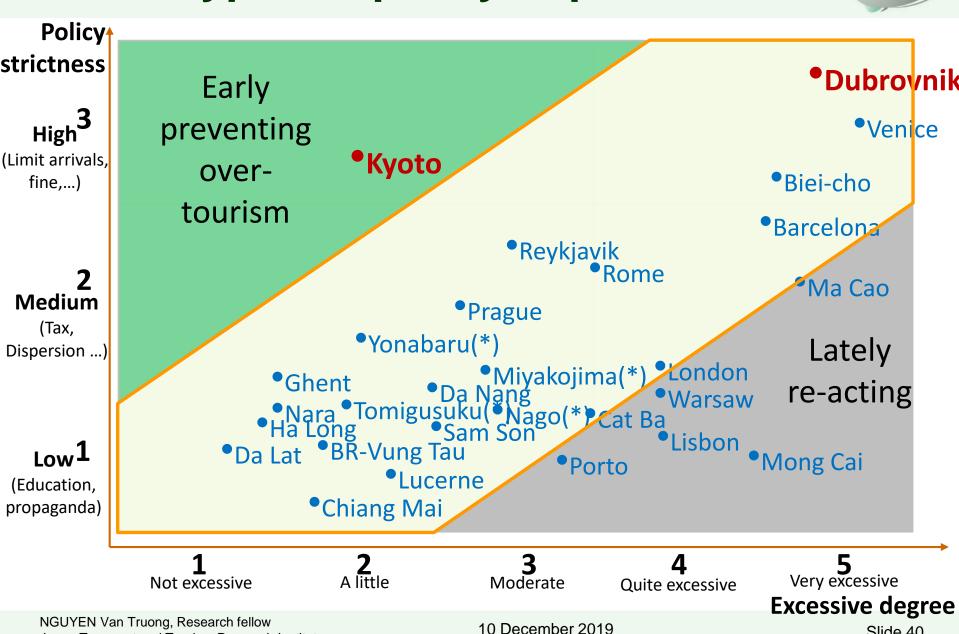


- Aims: Identifying best practices from that other cities may be interested in
- □ Indicators: reduction of over-tourism sources
 - volume,
 - bad behaviors

(Analysis of social- economic, environment, tourist satisfaction, resident QoL are not considered in this study due to lack of information)

- Method: based on policy responses obtained from
 - local experts, and
 - evident from reports

Three types of policy implementations



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Slide 40

Best policy practices for preventing over-tourism

- □ **Dispersion**: Operating time in day; Seasonal dispersion; Spatial dispersion
- □ Promoting MICE tourism rather than mass tourism
- □ Administrative fine to enhance behavior:
 - Smoking: ¥1,000
 - Littering: ¥30,000
 - Drunk cycling: ¥5mil or 5 years in prison
- □ Public transport fare revision:
 - increase bus one-day pass ¥500 → ¥600, and reduce train one-day pass ¥1200 → ¥900



- Accommodation policies:
 - Taxation
 - Supervise quality of AirBnB

(Source: Kyoto City Industry and Tourism Bureau, 2018, Kyoto City's Tourism Policy)

Success in volume restriction -Dubrovnik/Croatia (Game of Thrones film site)



Source:

https://

www.tel

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croatia/ dubrovn

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wding-

cruise-

visitors-/

ship-

Issues

- Density: **180** tourists/Km2.day (~Kyoto, 1/3 Venice)
- Intensity: **214** tourists/resident.year (~5 times Kyoto, 1/3 Venice)
- Seasonality: Peak/off-peak ratio = 5.23 (~4.5times Kyoto, 1.25 Venice)
- Day/Overnight-trip ratio: 0.62 (1/4 times Kyoto, 1/7 Venice)
- Loss of demography: -1/4 Pop in 5 years (Venice loss 2/3 during 65 years)



Implementing: transport measure





"Respect the City" project

- ✓ 2019: Full coordination
- **✓** 2017:

Announcement + start

6,000-10,000¹

(tourists in one day in peak season June-Sept 2017)

4,000 (tourists/a day since 2019)



NGUYEN Van Truong, Research fellow Japan Transport and Tourism Research Institute

10 December 2019

Why Dubrovnik is successful



Two reasons:

- ✓ 1st priority is to solve over-tourism in short term, economic is a long-term vision
- ✓ Special condition of tourism access provides city high possibility of policy implementation

Transport measure

- 60-65% tourists to Dubrovnik by Cruises; 35-40% road, air
- → Restrict the tourists from cruises at 4,000 at any moment Support: Sustainable Urban Mobility Plans (SUMP):
 - AI; Smart Parking/Dubrovnik Eye; Real time information for visitors; Education with sign boards

"We will **lose money in the next two years** - a million euros maybe by cutting the number of tourists - **but in the future we will gain much more**. We deserve to be a top quality destination."

Mato Franković, Mayor of Dubrovnik

https://www.telegraph.co.uk/travel/destinations/europe/croatia/dubrovnik/articles/dubrovnik-tourist-limits-unesco-frankovic/

Contents 報告内容



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- **2. Structure of over-tourism** オーバーツーリズムの構造
- 3. Over-tourism analysis method 分析手法
- 4. Excessive degree of tourists and policy strictness 過剰度合いと政策の強さ
- 5. Bad behaviors and specific policy implementations 悪いマナーと政策事例
- 6. Excessiveness, negative consequences and policy implementations もたらした結果と政策事例
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Conclusions



- The structure of over-tourism problem was introduced
- Over-tourism sources, consequences, and the policy at 28 cities were analyzed with findings:
 - Over-tourism was caused by multiple impacts of overexcessiveness and bad behaviors
 - Viewpoint of experts played a vital role in policy implementing
 - Policies were to solve the negative consequences rather than to prevent over-tourism
 - Economic benefit remained primary determinant for policy decisions
 - Best policy practices was identified

Limitations and future research



Limitations:

- □ Data Inconsistency due to different statistical management
- □ Lack of statistical information; very few policy evaluations were available (since Over-tourism is recently emerged issue, most of measures are under discussion or in early stages of implementations)
- The general index obtained by using the same weight among criteria

Future research:

- Perception of residents on impacts of over-tourism on local QoL
- Perception of tourists on impacts of over-tourism on their satisfaction and revisit

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Thank you very much for your kind attention!

Nguyen Van Truong, PhD

Research fellow

Japan Transport and Tourism Research Institute

E-mail: nguyen@jterc.or.jp

: ngvtruong@utc.edu.vn