Collaborative network

OWHC

Tourist coaches in historical centers

May 2026

ORGANIZATION OF WORLD HERITAGE CITIES

VILLE DE QUÉBEC
l'accent d'Amérique

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Like other historic centres designated as UNESCO World Heritage Sites, Old Québec occupies a prominent place in the city's landscape. It lies at the heart of our city's identity.

It is both a vibrant and fragile environment. With its narrow streets, fortifications, buildings, monuments and its residents, it bears witness to a way of life that visitors from around the world come to discover and experience. They also embody a part of this heritage that we seek to preserve.

Over time, this appeal has led to increased traffic, bringing with it a number of irritants for those who live there on a daily basis. Travel by tourist coaches within the walls of our old city is one such irritant.

For this reason, the City of Québec has decided to undertake two complementary initiatives to improve mobility, safety, and quality of life in the heart of its historic district.

One is the creation, in March 2026, of the Advisory Committee on Mobility in Old Québec, tasked with developing a 2036 vision and a mobility plan for the 2026–2036 period for the area.

The other was the coordination of a collaborative network on Management of Tourist Bus Traffic in Historic Centers, in partnership with the Organization of World Heritage Cities (OWHC). This initiative was launched by Québec City's mayor, Mr. Bruno Marchand, who serves as President of the OWHC.

This report reflects both the convergence of issues and policy directions among the eleven cities that make up this collaborative network, despite their sociocultural, climatic, and geographical differences. It also highlights the richness and diversity of the solutions proposed to improve both residents' quality of life and visitors' experience.

These two initiatives are complementary, and I am confident that the recommendations set out in this report will help guide the future work of the Advisory Committee on Mobility in Old Québec.

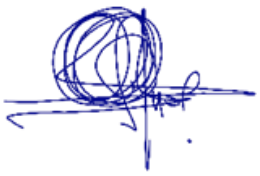
Mélissa Coulombe-Leduc
Member of the Executive Committee responsible for heritage, urban planning, tourism, and quality of life in Old Québec

At the close of the 17th World Congress of the OWHC held in Québec City in 2022, the Québec Roadmap marked the launch of a new dynamic of cooperation among member cities. It is within this context that the Collaborative Networks were created: a format for exchange and collective reflection bringing together World Heritage cities around priority themes to share experiences, challenges, and avenues for action.

The City of Québec led the Collaborative Network on the **"Management of Tourist Bus Traffic in Historic Centers."** Eleven cities - Amsterdam, Bordeaux, Bruges, Dubrovnik, Istanbul, Ljubljana, Luxembourg, Morelia, Puebla, Strasbourg, and Québec - worked on an issue directly linked to the livability of historic centers.

This report embodies the significant contribution of the network to strengthening the policies, strategies, and projects of member cities aimed at the livability of historic centers. It forms part of this effort by proposing a format designed to go beyond a mere summary of exchanges and to more directly support public action. It illustrates how a specific issue can reveal broader and interconnected urban challenges, calling for coordinated responses centered on livability.

I would like to thank the City of Québec, its mayor, Bruno Marchand, Ms. Mélissa Coulombe-Leduc, city councillor responsible for heritage, urban planning, tourism, and quality of life in Old Québec, as well as Mr. Hervé Chapon, transport planning advisor and lead of the Collaborative Network, for their commitment in steering this initiative, as well as all participating cities.



Mickhaël de Thyse
Secretary General of the Organization of World Heritage Cities

1. Executive summary

Historic centers are facing increasing pressure from tourism, and especially from tourist coaches, which affects livability, traffic flow, and heritage preservation. Coaches are too large for historic city centers, yet they remain the preferred mode of transport for groups of tourists visiting World Heritage cities.

The market for tourist coach travel to or from historic centers is generally segmented into seven categories: day trips, cruise passenger transfers to hotels, local group transport, hop-on hop-off city tours, chartered tourist stays in summer and winter, international coach services, and finally charter transport for festivities and special events.

Exchanges between the 11 member cities of the Collaborative Network highlight significant morphological, climatic, and socio-cultural constraints, resistance to change, as well as converging strategic directions:

- Reducing the presence of tourist coaches in the heritage core.
- Organizing modal transfer hubs on the periphery.
- Investing in multimodal alternatives (walking, public transit, electric shuttles, urban river transport, and intercity rail transport).
- Supporting decision-making with counting data for road users, visitors, and tourists, using intelligent transport systems and artificial intelligence.

The network highlights that livability is emerging as a structuring objective of tourist mobility policies in historic centers: these are public assets whose access must be regulated to reconcile quality of life, heritage preservation, and the creation of tourism value.

The exchanges underscore the relevance of policies combining clear restrictions, credible alternatives, and data-driven management, along with sustained dialogue to ensure social acceptability.

Alternative solutions may vary depending on the market segments considered and must be implemented in consultation with representatives of the tourism industry.

The report sets out 21 recommendations addressing data collection, governance, regulatory framework and enforcement, strategic and tactical planning, operational scheme - hubs, access and alternative modes – visitor experience and monitoring.

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2. Introduction

Collaborative networks constitute a structuring activity of the Québec Roadmap, implemented by the OVPM since 2022 to support member cities in addressing complex challenges related to their historic centres.

Based on peer exchange, these networks make it possible to cross-reference contexts, compare approaches, and bring forward solutions adapted to diverse realities. Their objective is to transform local experiences into collective learning by identifying both shared findings and concrete courses of action. The results stemming from this work directly inform the drafting of the New Urban Project (NUP), contributing to structuring its operational principles and anchoring its orientations in the realities and needs expressed by the cities.

The results stemming from this work contribute to informing the reflections of the New Urban Project (NUP), particularly regarding governance, mobility, integrated planning, and the livability of historic centers.

The City of Québec played a central role as the pilot city of this collaborative network. Both a testing ground and a driving force behind the initiative, it enabled exchanges to be structured based on its own challenges related to the management of tourist coaches in Old Québec, particularly in a context of major transformations.

This position fostered dialogue rooted in concrete operational realities while integrating external contributions, notably through expert missions and in-depth exchanges with other cities. Québec thus acted as a catalyst, making it possible to test, enrich, and contextualize approaches that can be transferred to all member cities.

The Collaborative Network on the Management of Tourist Bus Traffic in Historic Centers brought together eleven member cities across three continents: Amsterdam, Bordeaux, Bruges, Dubrovnik, Istanbul, Ljubljana, Luxembourg, Morelia, Puebla, Québec, and Strasbourg.

The work was structured around an initial meeting to provide context and share challenges, followed by four thematic sessions devoted to:

- Tourist flow management
- Traffic and parking
- Urban planning and transport
- Intermodality and multimodality

Within this framework, a mission by an expert from the City of Amsterdam to Québec, carried out through the City2City program, highlighted both the diversity of local constraints and the convergence of strategic approaches to address them. In addition, a mission by representatives of the City of Québec to Bruges and Amsterdam made it

possible to deepen, in the field, the actions implemented by these cities and to draw operational lessons from them.

In Bruges and Amsterdam, the mission notably made it possible to experience, as a resident - with explanations from urban planners and mobility experts - the profound effects of transformations induced by overtourism. It also made it possible to understand the strengths, weaknesses, opportunities, and threats that led to the choice of restrictive measures and alternative solutions in different socio-cultural, governance, and multimodal supply contexts.

This direct exposure to other realities is the triggering element and source of inspiration for evaluating new measures transferable to Québec and other cities.

This network is part of the framework of the OVPM's New Urban Project (NUP). It contributes to a collective reflection aimed at regenerating historic centres by improving them through strategies centred on habitability, with a view to its planned adoption at the 18th World Congress in Marrakech from October 26 to 29, 2026.

3. Lessons learned from cities members

3.1 Cross cutting issues

- Vehicle constraints: Coaches are becoming larger and heavier, carry more passengers, and are increasingly difficult to accommodate in vulnerable heritage areas.
- Peak annual tourist season: Tourism typically reaches its peak during certain holiday periods (summer, Christmas, spring break) and during cruise arrivals or event-related peaks depending on the city's geographic location and cultural heritage. These flows can only be addressed in coordination with the tourism industry.
- Congestion and use conflicts: difficult manoeuvres in constrained urban fabrics, saturated drop-off/pick-up points, conflicts with pedestrians and cyclists, and degradation of the quality of public spaces.
- Heritage constraints: limits of scale/mass, load-bearing capacity of infrastructure (bridges and embankments), reversibility requirements strongly limiting the scope for physical interventions.
- Regulatory frameworks: heterogeneity of frameworks and differentiated paces of evolution between continents, notably regarding low-emission zones (Europe) and environmental standards.

- Data and tools: needs for counting systems, reservation systems, and predictive tools. Limited operational integration of data in the day-to-day management of flows.
- Multi-actor governance: multiplicity of stakeholders (municipalities, private operators, ports) making structured and sustained coordination beyond sectoral approaches necessary.
- Habitability vs. tourism: pressure on housing, use conflicts, hyperspecialization of souvenir shops and local confectionery stores replacing practical retail businesses, risk of loss of residential function and of the “museumification” of historic centres.
- Intermodality and multimodality: a central lever but still unevenly structured across cities, based on:
    - Modal shift to other modes such as walking and mechanical links – funiculars and cable cars – cycling, public transit on the backbone transit network – metro, tramway, Metrobus – dedicated electric shuttle services for tourists – microbuses, mini tourist trains, Tuk-tuks – bike-sharing and car-sharing services as well as river and maritime shuttle services, taxis, and ride-hailing vehicles (VTC)
    - Development of coach parking facilities on the periphery of historic centres, easily accessible from the higher-order road network, connected to the backbone public transit network, ideally connected to the pedestrian network of the historic centre and equipped with rest areas for drivers
    - Integration of tourist mobility hubs with residents’ mobility hubs
    - The development of integrated mobility offerings that facilitate the combined use of multiple transport modes accessible with a single ticket, including collective transport services - public or private - for visits and short stays, integrated into tourism products such as vacation packages, hotel bookings, special events, and museums
    - Development of alternative routes promoting less impactful modes of travel in “coach-free” historic centers that are simple, safe, reliable, visible, and frequent in the case of electric shuttle services
    - Care given to on-the-ground signage – time and distance of pedestrian routes – and to digital guidance towards visitors’ and tourists’ destinations

3.2 Trends in actions carried out by cities

Cities are converging toward structuring actions:

- Gradual restriction of access for coaches, with drop-off at the periphery and targeted exceptions, within a logic of reclaiming historic centres for pedestrians (persons with reduced mobility, school groups, hotel guests for luggage drop-off)
- Access control through automated enforcement measures, such as automated license plate recognition cameras (LPR/ALPR), weight/size restrictions, and penalties and combined use of automated enforcement and the presence of on-site enforcement officers
- Transition hubs: development of long-term parking facilities, whose quality (accessibility, comfort, information) appears as a determining factor in the acceptability of restrictive policies
- Dedicated funding: taxation of tourist flows – overnight stays, coaches, cruises – as levers to reinvest in infrastructure and alternative services
- Experimentation: use of temporary measures, employed as tools for learning and validating acceptability
- Planning–operations integration: gradual shift from reactive management to an anticipatory and integrated approach embedded in planning documents with the aim of smoothing peaks throughout the day and the year
- Modal shift: development of alternative solutions, with a tendency to favour smaller-capacity vehicles and active mobility modes

The exchanges within the Collaborative Network highlight that the Management of Tourist Bus Traffic in Historic Centers cannot be addressed solely from the perspective of traffic or tourism. It requires integrated approaches that engage issues of governance, planning, quality of the living environment, and implementation capacity.

In this regard, the lessons from the network contribute to informing the reflections as part of the New Urban Project (NUP).

4. Recommendations

The report sets out 21 recommendations grouped under seven themes addressing the strategic, tactical, or operational approaches of an optimal project management process.

4.1 Data collection

1 Develop a data plan including an inventory of sources (pedestrian counts, coach flows, events), a sharing protocol, and a common dashboard (attendance, congestion, compliance), with the objective of moving from a logic of collection to a logic of operational use.

4.2 Governance

2. Establish an interdepartmental steering committee (mobility, tourism, heritage, municipal police, port authority) with a clear mandate and a quarterly arbitration schedule, to be formalized as a permanent integrated governance body.

4.3 Regulatory framework and enforcement

3. Define an access framework for historic centres specifying the perimeter, schedules, dimensions/weight, exceptions (persons with reduced mobility, school groups, hotels), sanctions, and the permitting process, to ensure clarity, consistency, and enforceability.

4. Implement a pilot project for automated enforcement (LAPI/ALPR) at access points, combined with targeted on-site checks, then deploy the LAPI system in a logic of complementarity and efficiency with existing intelligent transport systems

4.4 Strategic and tactical planning

5 Use tactical urbanism on existing sites (squares, quays) to test alternative uses, as a tool for experimentation and evaluation of social acceptability.

6 Embed the coach management policy in planning documents (urban plan, mobility plan, heritage management plan) to ensure long-term sustainability and consistency.

7 Establish dedicated taxation mechanisms (tourist tax, coach, cruises) to align tourism economic models with habitability objectives and to finance alternatives.

4.5 Operational scheme: hubs, access and alternative modes

8 Protected perimeter: maintain or extend temporary restrictions on coach access during periods of constraint (works, events), using them as levers for experimentation and learning.

9 Experiment with reservation systems for coach drop-off slots to smooth peak demand and anticipate flows.

10 Smart peripheral drop-off: identify and develop transition hubs on the outskirts of historic centres, accessible to coaches and connected to public transport networks, while ensuring minimum conditions of comfort, information, and safety.

11 Develop alternative mobility solutions, including motorized options, linking transition hubs to historic centers, connecting transition hubs to the entrances of historic centers, while ensuring their reliability, legibility, and competitiveness compared to coaches.

12 Strengthen pedestrian and cycling networks from these hubs, with clear signage and displayed travel times, to ensure continuity and quality of the user experience.

13 Prioritize uses of the roadway and curbside in the historic centre (circulation, parking, pedestrian zones, traffic-calmed areas, time-specific deliveries, micro-logistics) in a logic of sustainable rebalancing of transport modes.

14 Develop structuring alternatives where the context is suitable (river transport, tramway, funiculars), to diversify modal shift solutions at the territorial scale.

4.6 Visitor experience

15 Establish a charter with operators (tour operators, hoteliers, cruise operators) to formalize shared commitments regarding practices and flow management.

16 Develop real-time information tools (attendance maps, recommended routes) to guide behaviours and better distribute flows in space and time.

17 Design visitor products integrating alternatives to coaches (walking routes, combined transport/visit offers) to make mobility a structuring element of the tourist experience.

4.7 Monitoring

18 Define monitoring indicators (safety, compliance, quality of service, habitability), explicitly integrating indicators related to quality of life and not only flow performance.

19 Develop models based on available data (events, seasonality, attendance), to move from reactive to predictive management of tourist flows.

20 Create ongoing dialogue bodies with local stakeholders (residents, merchants, operators) to ensure the acceptability and adaptation of measures over time.

21 Develop integrated tools for managing and monitoring tourist flows, combining coach booking, automated enforcement, dynamic pricing, and real-time monitoring, with a view to predictive flow management, continuous decision support, and accountability to citizens.

5. Conclusion

Member cities of the OWHC are now facing a shared challenge: reconciling controlled tourism attractiveness, heritage preservation, and residents' quality of life. In this context, livability is emerging as the structuring principle that makes it possible to arbitrate among these issues and to guide public action.

Historic centers must be considered as full-fledged living environments whose balance relies on the controlled regulation of uses and flows. Tourist coaches are highly present, visible, and, often, problematic in these historic centers.

For all these reasons, the management of tourist coaches is not a sector-specific issue, but rather a strategic lever for reorganizing mobility, improving the urban experience, and strengthening the resilience of heritage areas.

Cities can mobilize different levers to better regulate access to these spaces through integrated policies combining regulation, credible alternatives, and coordinated governance. It is in this capacity to define a clear, coherent, and sustainable framework that lies the possibility of rebalancing the relationship between tourism development and quality of life.

Thus, by asserting strategies centered on livability, cities create the conditions enabling tourism stakeholders to adapt their practices and to contribute to a more sustainable model, for the benefit of both residents and visitors.

The lessons drawn from this network demonstrate the need for more integrated and cross-cutting approaches to support the transformation of historic centers, in line with the vision promoted by the OWHC's New Urban Project.

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Appendix :
Case studies

1 Amsterdam


Gemeente
Amsterdam
Agenda Touringcar
2020-2025
Vastgesteld door gemeenteraad op 30 september 2020

Context

- Massive tourism growth, 24 million overnight stays per year in 2024 in a historic centre of approximately 10 km², inhabited by 80,000 residents.
- Nuisances caused by large tourist coaches to infrastructure (streets and bridges) and to residents, in a city where automobile presence and access are already limited and many visitors come.

Approaches

- Adoption of the “Agenda Touringcar 2020–2025”, which defines the policy and strict measures implemented to restrict access for tourist coaches and to designate routes and transfer points that do not cause nuisances, in accordance with the City’s conditions.

  https://assets.amsterdam.nl/publish/pages/1046022/touringcar_agenda_2020-2025.pdf
- Approach based on a segmentation of the coach transport market into 7 categories:
  - Transfers of sea and river cruise passengers to their hotels
  - Excursions departing from the historic centre to outside the city, notably with the spring peak for visits to the Keukenhof flower park
  - Excursions in the historic center only by boat tours on the canal departing from the cruise terminal on the IJ River

    - Local group transport, notably schoolchildren, elderly persons, or persons with reduced mobility, exempt from restrictions
    - Hop-on hop-off double-decker bus city tours outside the World Heritage zone
    - International coach transport services
    - Chartered transport for summer and winter vacationers
- Policy based on strong regulation combining restrictions, alternatives, and consultation with private stakeholders, progressively developed and aiming to:
    - Minimize congestion and nuisances to residents
    - Protect the World Heritage site and its fragile infrastructure, in particular bridges, quays, and canal retaining walls
    - Encourage the operation of smaller, zero-GHG-emission coaches

Actions

- Coaches exceeding 7.5 tonnes may only enter the historic center if drivers hold an exemption. Passenger stops are provided in locations where no exemption is required for boarding and disembarking, on the outskirts of the city center as well as along a designated corridor
- Coach stops at public transport stations facilitate passenger transfers to public transport to continue their journey to the city center
- At coach stops, drivers are only authorized to board and disembark passengers. Parking time at the stop is limited to a maximum of 10 minutes. They must then park in garages or parking lots at designated locations
- Traffic controllers present at main car stopping points during peak days and hours
- Automated enforcement of all access points through LPR/ANPR
- Regular coordination with tourism operators (seasonal meetings)
- Adaptation to traffic flows and management of road traffic based on events and construction works
- Relocation of long-distance coaches such as FlixBus to public (mass) transport terminals at the city's edge
- Overnight tourists pay 12.5% of hotel costs, and cruise passengers in the city pay €11 to cover the costs of tourism regulation

Results

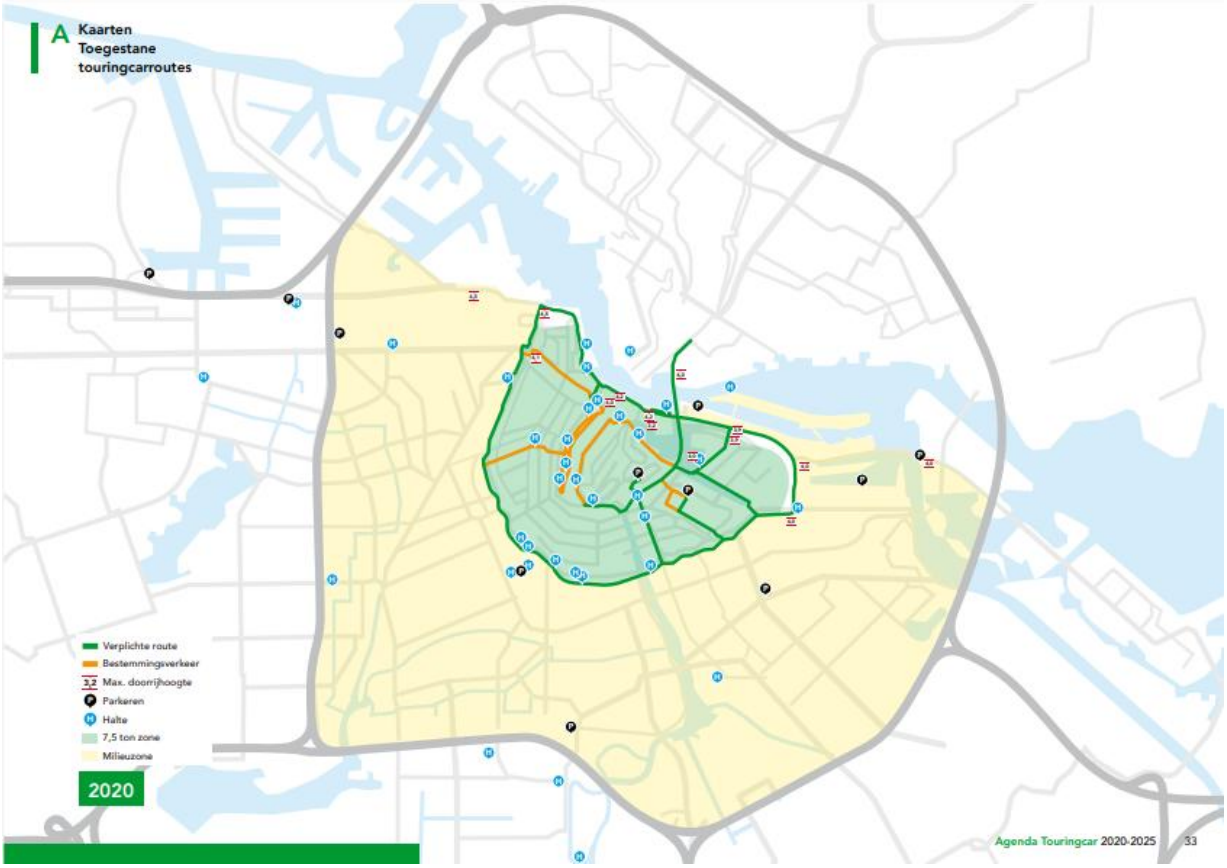
The City has demonstrated that a massive reduction in coach traffic is possible without compromising its tourist attractiveness.

In one year, the number of tourist coaches entering the historic center was reduced by 66% (2024).

Departures for excursions that previously originated in the historic city center, such as visits to Keukenhof, have been relocated outside the city center.

Excursions through the historic center are now only conducted by canal boat tours departing from the cruise terminal on the IJ River.

Double-decker “hop-on hop-off” bus tours (Amsterdam Sightseeing) now operate outside the historic city center.



2 Bordeaux

Context

- Coach transport increasing following the liberalization of the intercity coach transport market for trips over 100 km
  • Limited integration between mobility and tourism services; lack of real-time data on tourist flows
- Pont de Pierre: multi-year reinforcement works; progressive reduction of capacity, reorganization of bus/tram/active modes, management of event peaks with pedestrian flow regulation if necessary

Approaches

- Historic centre progressively reserved for pedestrians, with a major acceleration starting in 2020
- *Towards a calm city* program for other neighbourhoods of the city
- Metropolitan climate plan, with the objective of dividing the city's carbon footprint by 6 by 2050

Actions

- Implementation of an automated access control system to the pedestrian zone using retractable bollards
- 2024: official pedestrianization of the UNESCO heritage core
- Temporary conversion of the Pont de Pierre into a bridge reserved for pedestrians, cyclists, and tramway passage during the works period, which will become permanent after the works
- Multimodal project for a major railway station combined with a coach terminal project in anticipation of doubling rail ridership by 2030

Results

A significant reduction in pollution has been observed (over 4 years, a 28% reduction), although the direct link with specific coach management policies remains to be clarified.

3 Bruges

Context

- Historic centre of 4.4 km² inhabited by 20,000 residents
- Tourism steadily increasing, 8.5 M in 2025
- Tourist “tsunamis” when several coaches arrive simultaneously with the arrival of cruise ships
- Conflicts between coaches, pedestrians and cyclists

Approach

- Pioneering model based on several decades of continuous planning and progressive restriction of motorized traffic: one of the first cities to have introduced in 1972 with its *Structuur Plan* a new mobility management model prioritizing walking and controlling vehicular access in its historic centre. Adoption in 1978 of a first circulation plan. Adoption in 1992 of the *Hart van Brugge* mobility Plan including a new public transport plan, a second stricter circulation plan, and the implementation of more restrictive measures on private cars
- Integrated urban planning, systematically reflected in:
    - Mobility planning that promotes *city-friendly mobility*, meaning that mobility must adapt to the city, both to the urban fabric – DNA (“the city”) and to people – citizens (“the community”)
    - Tourism planning focused on quality rather than quantity
- The shift from a demand-monitoring policy to a smart, supply-oriented policy
- In 1990, following an SOS campaign, the presentation of a White Paper introducing the concept of the *Golden Triangle*, in which tourist facilities – museums, hotels, restaurants, shops – are concentrated in one part of the city, while attention is focused on residents outside the Golden Triangle
- In 1992, a ban on new hotels, and in 2002 a ban on vacation homes, highlighting the need to strike a balance between tourism and quality of life
- In 2019, a new strategic vision and a tourism impact plan emphasized the need for a robust and sustainable tourism economy

Actions

- Creation in 2002 of the *Kanaaleiland* coach station, an intermodal hub next to the train station, at the entrance to its historic centre, composed of a drop-off area, a long-term parking facility for tourist coaches, and directly connected to the pedestrian route of tourists in the historic centre, along with the imposition of access restrictions for tourist coaches in the historic centre

- Redevelopment in 2017 of ’t Zand, the second multimodal hub of the historic centre
- In 2018 :
    - Launch of a free shuttle pilot project in its historic center to address gaps in public transport services
    - Opening of a new cruise terminal in the port of Zeebrugge and limitation of the number of port arrivals per day
- In 2023, adoption of a new public transport plan in which :
    - The role of the mobility hubs of the station and ’t Zand was emphasized
    - The axial service model serving all neighbouring districts was replaced by a hub-focused model, further reducing the pressure of urban bus traffic in the city centre
    - Introduction of electric more compact buses, 9 m vehicles instead of 10 and often 12 m
- In 2025, a new decision by the municipal council adjusted the code of conduct for guided tours, for example by limiting group size to 20 people and introducing a ban on stopping in quiet areas such as the *Beguinage*
- January 1, 2027, introduction of a €5 tax for each cruise tourist disembarking at the port of Bruges
- January 1, 2028 :
    - Introduction of a €5 tax for each tourist arriving by coach for a half-day or full-day group visit
    - Disembarkation at *Kanaaleiland* will be reorganized, coaches will have to book fixed time slots, pricing will be dynamic and will include both drop-off fees and nearby daytime parking

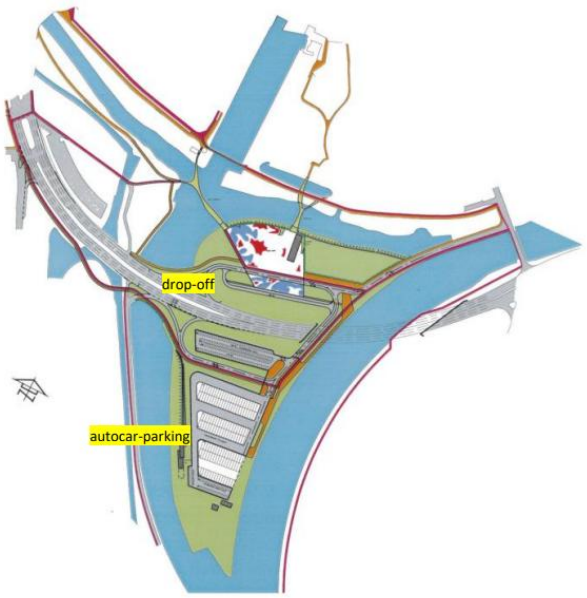
Results

Only coaches dropping off tourists at their hotel still have access to the historic centre.

With the paid reception of more than 16,000 tourist coaches in the long-term parking facility of *Kanaaleiland*, the parking operator mandated by the City collected revenue of 880,000 euros (1.4 M CAD) in 2025.

More than 200,000 trips in 2024, half of which by tourists in often crowded electric minibuses – with the City’s decision to make the trip paid for non-Bruges residents in July 2025, the number of trips was halved.

Zoom at the ‘Kanaaleiland’

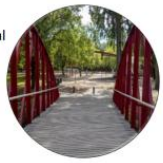


Bruges 2002
European Cultural Capital

drop-off
15 – 16 autocars

autocarparking
90 autocars

tourist information
with public toilets



Legende

Masterplan
© West 8, 2000

4 Dubrovnik


It's not about numbers,
it's about a flow.
Grad Dubrovnik
City of Dubrovnik
Julijana Antić Brautović
Head of the Department for Culture and Tourism
#EUTourismCapital
#EUGreenPioneer

Context

- Dubrovnik has been engaged since 2017 in a transformation aimed at becoming a smart and sustainable tourist destination. Its commitments are part of a long-term vision reconciling tourism, heritage, and local life
- Severe tourist saturation, particularly at cruise ship arrival times, conflicts within a highly constrained urban fabric

Approaches

- Rather than focusing on growth at all costs, the City is focusing on the quality of its tourist destination
- It has set a maximum limit on the number of people allowed to be simultaneously present in the streets
- Tourism management is based not on the number of visitors, but on predictive flow management

Actions

- Tourist pass: a one-stop digital access point to major attractions and local bus transport, it enables real-time monitoring of visitor demand and integrates flow prediction tools and a time-slot reservation system for visiting the walls and museums to spread arrivals and manage capacity. It provides authorities with data for decision-making
- Bus Webshop: a digital platform for purchasing parking and stopping permits for tourist buses of all sizes by coach operators, it facilitates the management of coach traffic near the historic centre
- The City manages visitor flows through cameras installed during the pandemic
- The City participates in the Centre de compétence D3HUB, a European project aimed at supporting the ecological and digital transition of tourist destinations, particularly SMEs. The project tests concrete solutions to manage tourist flows, mitigate climate change, and balance the needs of residents and visitors

Result

The implemented strategy now enables a gradual rebalancing between tourist attendance and local life, illustrated by the return of everyday facilities in the historic centre (opening of the school in 2024).

Grad Dubrovnik
City of Dubrovnik

INITIATIVE OF THE EUROPEAN UNION

II. COMMITMENT TO SUSTAINABLE TOURISM

SMART & SUSTAINABLE CITY

Dubrovnik Pass

- **Promotes the city's cultural heritage** and its self-sufficiency by generating revenue to fund restoration and support the wider cultural sector.
- **Real-time visitor monitoring**
- **prediction** tools and reservation system based on attraction capacities set to be introduced.

- *Zone of Special Traffic Regulation*
- *Smart Parking Dubrovnik*
- *Dubrovnik Visitors*
- *Vox Populi*
- *Dubrovnik Park'n'Ride*

Data-Driven Destination

- Through the Smart Tourism Destinations initiative and D3HUB project
- **using data analytics and digital tools** to enhance city planning, visitor management, and sustainable tourism

Bus Web Shop

Security and Environmental Monitoring

Dubrovnik Eye

#EUTourismCapital #EUGreenPioneer

6

LONG-TERM VISION FOR A RESILIENT CITY

5 Istanbul

Context

- Peninsula site with high heritage density
- Multilevel governance
- Approximately 18.5 million international tourists according to official 2024 data
- Major restoration works on Ayasofya (Hagia Sophia)

Approachs

- Integrated planning including the Conservation Master Plan for the historical peninsula, the Management Plan for the Historic Areas of Istanbul sites addressing sustainable tourism, visitor management, risk mitigation, and participatory governance
- Planned management of active mobility (walking and cycling) and the offer for tourists using public transport
- Restrictive measures on access for tourist coaches
- Predictive management of visitor flows at Ayasofya, which remains open during the day throughout the restoration works

Actions

- Comprehensive modal shift strategy combining metro, tramway, and maritime transport
- Pilot low-emission zone project with restrictions and designated routes for tourist coaches in the peninsula
- Development of a dedicated tramway line linking the cruise terminal to the historic peninsula
- Data: multi-layer GIS, pedestrian counts concentrated around hubs (Sultanahmet, Topkapi)
- Ayasofya: queue management and circulation through reversible arrangements according to the site’s carrying capacity, night works to maintain daytime use

Results

Although the historic peninsula benefits from a well-established planning framework at both the central and local government levels, it is also an area where the complex challenges of a metropolitan city intersect; consequently, the measures are still in the process of being consolidated, but they reflect a transition toward more integrated and forward-looking management of tourist flows in this complex urban context.

Transportation Network Map

Source: Istanbul Metropolitan Municipality

- Railway Station
- Bus Stop
- Pier
- Eurasia Tunnel
- Parking
- Bus Station Platforms
- Marine Transport Line
- Tram Line
- Light Metro Line
- Metro Line
- Suburban Train (Marmaray)

Low-Emission Pilot Area

Objectives of the Low-Emission Pilot Area:

- to reduce road traffic,
- to discourage private car users from entering the traffic,
- to increase the share of public transport and active travel modes,
- to make the city safer and healthier for pedestrians.

Tourist Coach Travel in Istanbul Historic Peninsula

- Hop on Hop off Bus Route
- Hop on Hop off Bus Stops
- Park and Ride route
- Park and Ride Stops
- Tourist Coach Route
- Densely used area characterized by persistent problems

6 Ljubljana

Context

- Historic centre of more than 20 ha, with between 3,000 and 5,000 inhabitants, crossed by the Ljubljanica River and surrounding a wooded hill and its medieval castle
- Pedestrianization of the historic centre since 2007:
    - Truck deliveries authorized in the morning
    - Resident parking in designated underground parking facilities nearby
    - Free electric taxis for elderly people, people with disabilities, and parents with young children
- Tourism development strategy based on sustainability, authenticity, the natural environment, and innovation; Ljubljana was designated European Green Capital in 2016:
    - Strong enhancement of green spaces and soft mobility (pedestrian areas, bicycles, eco-friendly public transport)
    - Promotion of tourism respectful of the environment and residents; the City is nicknamed the “sleeping beauty” due to its calm and discretion, in contrast with the overcrowded neighbouring capitals of Vienna and Prague

Actions

- Access for tourist coaches to the historic centre strictly regulated and based on a digital system of electronic permits (e-permits) implemented in May 2024:
    - Mandatory reservation via an online application accessible on the Ljubljana Tourism website
    - Coach operators must reserve a 15-minute time slot for passenger drop-off and pick-up at 11 designated points around the city centre
    - Permits free until 2024 and paid starting in 2025
    - After dropping off passengers, drivers are encouraged to use park-and-ride facilities or to park on Bratislavska cesta avenue on the outskirts
- Since 2009, free electric *Kavalir* vehicles, open and closed, available for people with walking difficulties, which can be hailed on the spot or called via an application or a local number:
    - Closed vehicles also have a low-access platform and sliding doors, facilitating entry and exit for wheelchair users
- Since 2021, also available across the entire Ljubljana University Medical Centre site and the Ljubljana Institute of Oncology

- Electric mini-train services and river shuttles intended for tourist clientele
- City centre designed to promote walking and cycling, with widened sidewalks, renovated streets, and public spaces transformed into meeting places or event venues

Results

The historic center continues to be inhabited by people of all generations, and Kavalir's services meet the needs of both tourists and residents.

7 Luxembourg

Context

- City with complex, uneven topography
- Medieval streets too narrow and pedestrianized
- Tourist coaches prohibited in medieval streets
- 2016: inauguration of the *Pfaffenthal* panoramic elevator offering a view at a height of 71 m
- 2017: inauguration of the *Pfaffenthal-Kirchberg* funicular at the same time as the Pfa*ffenthal-Kirchberg* railway stop, the new Howald station, and Luxembourg's first tram line

Approach

- Sustainable mobility policy of the City of Luxembourg, "Mobilitéitsplang 2035," aiming to promote public transport and soft mobility (cycling, walking) to reach a 51% modal share by 2035, thus reducing the share of single-occupancy car use to 49%

Actions

- Temporary urbanism (e.g., Place de la Constitution) to gradually limit coach use and test new uses (temporary programming), with feedback on acceptability
- Electrification of the City's urban bus fleet
- The City is diversifying the offer of alternatives to private car use on all fronts – free public transport, free funicular and public elevators, free train services in the Grand Duchy, car-sharing services, bike-sharing services offered by public transport authorities, on-demand bus services, pedestrian and cycling infrastructure, etc. for the citizens of Luxembourg and the Grand Duchy
- Since 2020, full free access to all buses, trains, tramways, elevators, and the funicular across the entire countr
- Tourists also benefit from this new multimodal offer and its advantages designed for Luxembourgers.

Results

The modal share of the tramway has increased by +500% over 5 years (2019–2024).

Ten million trips have been recorded on the funicular over 7 years (2024) since it began operation.

8 Morelia

Context

- Strong co-presence of residents/tourists/students; peaks during holidays/weekends
- Morphological constraints (access routes narrowing, aqueduct limiting large vehicles)

Approaches

- Ongoing transition from a reactive model to an integrated planning approach for tourist mobility, with an increasing use of data tools: start of construction in 2026 of the Morebus BRT service - hybrid buses - connecting the main urban areas and serving the historic center, with commissioning planned for 2027
- Project aimed at promoting a cycling network and a bike-sharing system
- Intention to encourage smaller-capacity vehicles (taxis, minibuses, microbuses)

Actions

- Arrival points (stops) outside the centre, entry prohibited during the day; comprehensive management plan co-developed with hoteliers/restaurateurs/residents.
- Capacity building in information dissemination (My Maps, Waze). Objective: from reactive to predictive (AI).
- Planning of cycling infrastructure.
- Development in 2026 of a cable car to connect high-relief areas and bring flows closer to the historic centre, which will become a major tourist attraction outside the historic centre.

Results

This dynamic reflects a set of short-term actions aimed at regulating the use and management of street space for all forms of mobility. The historic center of Morelia is, by nature, a mixed-use area: a vibrant and inhabited space where residents, users of its urban facilities, and visitors coexist.

In this context, pedestrian infrastructure has been and remains the central focus of urban interventions; for years, sustained actions have been carried out to improve it, recognizing that walking is the most democratic mode of transport and the one most compatible with the scale and heritage value of the historic center. However, mobility is a system, and addressing only one of its dimensions proves insufficient.

For this reason, promoting truly sustainable mobility requires acting simultaneously on several fronts.

Alongside the introduction of new mass transit systems, work is already underway to regulate parking space through a balanced allocation of street lanes, assigning specific areas for taxi stands, public transport pick-up and drop-off zones, bicycle

parking, resident parking, and spaces for emergency vehicles. This reorganization aims to ensure that each mode of mobility has a clearly defined space, thereby reducing competition for street space.

In addition, the future of cycling mobility is being analyzed, recognizing its role as an essential component of the sustainable mobility ecosystem required by the historic center.


Cajones propuestos en
Centro Histórico
CARGA Y DESCARGA (39)
PARADA DE TRANSPORTE (50)
ASCENSO Y DESCENSO (34)
SITIOS DE TAXI
ACCESIBILIDAD UNIVERSAL (36)
CICLO PUERTOS
MOTO PUERTOS (12)
Morelia
Av. Francisco I. Madero Pte.
C. Allende
Av. Morelos Sur
SIMBOLOGÍA
Sitio Propuesto de Taxis
Ascenso y Descenso
Estacionamiento Accesibilidad
Estacionamiento de Motos
Ciclopuertos
BARTOLOMÉ DE LAS CASAS
VASCO DE QUIROGA
VICENTE STA. MARÍA
HUMBOLDT
SIMBOLOGÍA
Sitio Propuesto de Taxis
Base de Autobus
Estacionamiento Accesibilidad
Parada de Transporte Público
Carga y Descarga
Balizamiento Proyectado

9 Puebla

Context

- The historic center of Puebla, fully preserved thanks to its maintenance and the current regulations governing interventions on the site
- From an urban perspective, it is a major reference due to its original Renaissance grid layout. It is composed of several important Baroque religious buildings dating from the 16th to the 18th centuries
- General deterioration and lack of regular maintenance of the building stock
- Tourism-oriented economic units represent 25% of the 10,000 units present in the area
- The center serves as a metropolitan hub where transport from 40 municipalities converges

Approachs

- Intention to transform the historic center into a pedestrian zone by creating new public spaces and places for gathering, while strengthening its residential character
- Progressive development of intermodality, particularly through improved walkability
- Promotion of walking tourist circuits, facilitated by the urban layout through pedestrian corridors and the connection of traffic-calmed routes
- Long-term strategy to reduce dependence on motorized vehicles and create a traffic-calmed mobility environment

Actions

- Pedestrianization of 16 de Septiembre Street and consolidation of the 5 de Mayo corridor
- Development of three Bus Rapid Transit (BRT) lines, two of which run through the historic area
- Creation of a safe environment around public transport stations and organization of movement through designated traffic corridors

Results

The measures implemented are still in the consolidation phase, in a context where alternative options remain insufficient to fully replace tourist buses, as there are 15 tourist routes operated by 4 local tourist transport companies, which serve and use the Zócalo of Puebla’s historic center as their main hub.

However, within the available offerings, over the past 5 years following the pandemic, there has been an increase in walking tours known as *callejoneadas*.

In addition, over the last 4 years, the municipality of Puebla has implemented a bicycle lending program in more than 250 hotels located in the area.

Rutas con demanda

transporte turístico local
Centro Histórico de Puebla

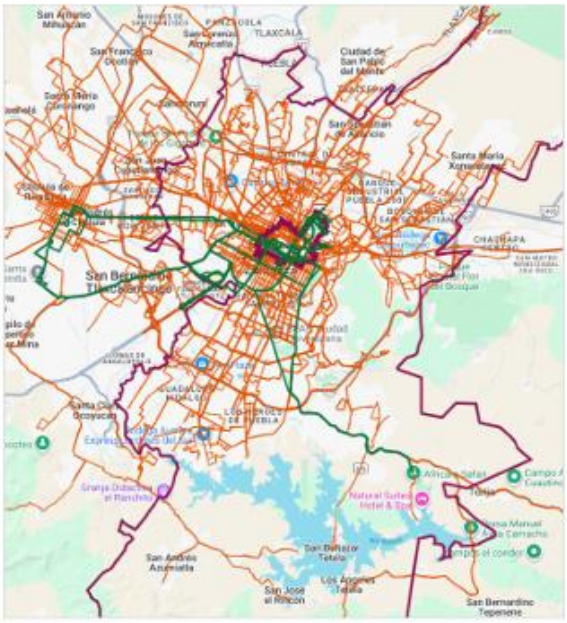
Cantidad de usuarios transporte turístico local

Entre semana *Jueves 18-07-19*

	Año base 2019	Año 2025
	1,780 u/d	1,692 u/d

Fin de semana *Sábado 20-07-19*

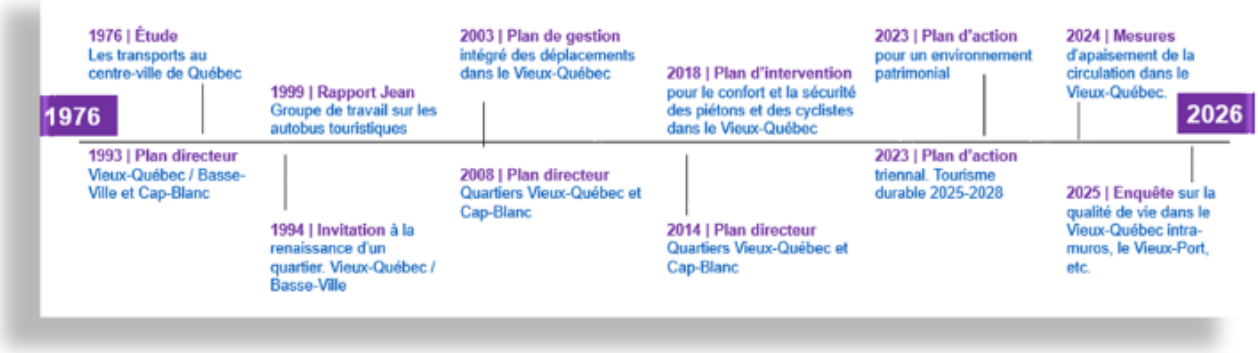
	Año base 2019	Año 2025
	3,710 u/d	3,527 u/d



10 Québec

Context

- 4.5 M visitors/year in 2025 for 4,600 residents in a 1 km² area
- Snow cover in winter, narrow streets, omnipresent topography (Upper Town and Lower Town)
- Several major construction sites in (underground infrastructure, retaining structures and buildings) and around the historic centre (tramway project).
- 50 years of planning for Old Québec



- Since 2000, traffic and parking restrictions allowing only passenger drop-off at designated drop-off points, for hotel client pick-up/drop-off and for Old Québec tours
- Following the events of September 11, 2001, the number of buses entering Old Québec decreased from 50,834 to 21,038 between 2000 and 2004. It has since increased again

Approachs

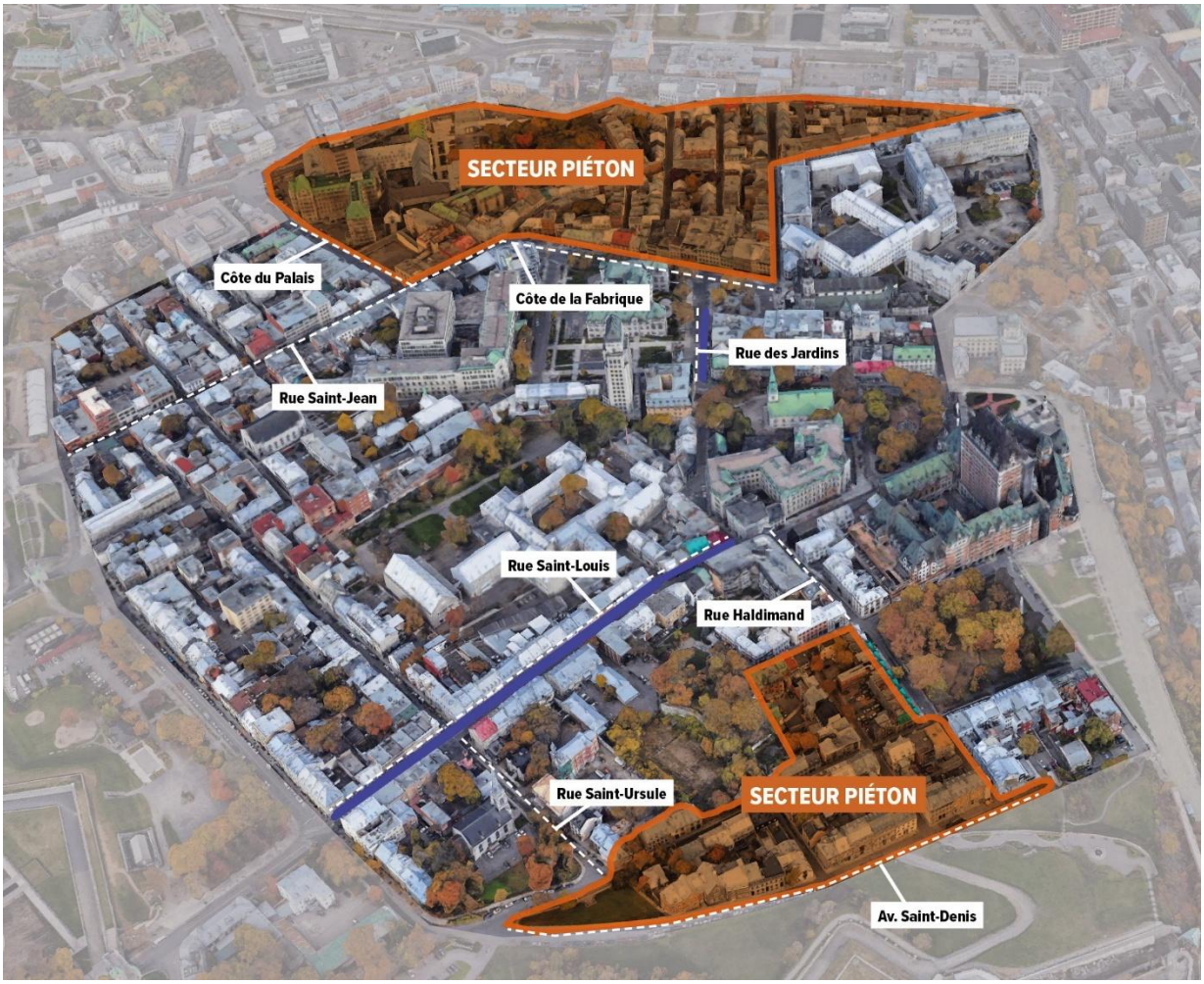
- 1999 : the Tourist Bus Working Group set out a Vision and nine conditions for implementing this vision; the condition aimed at a seasonal ban on coach entry into the historic centre did not reach consensus and was not implemented
- 2008–2014 : Implementation of the Integrated Mobility Management Plan for Old Québec, including the launch of a demonstration project for a free electric microbus line *Écolobus*
- 2026 : Tactical approach of temporary intervention due to major works in the historic centre and the tramway construction around the historic centre.

Actions

- 2026 window of opportunity: temporary restrictions on coach access (Porte Saint-Louis) backed by a regulation, sorting post, a team of 15 dispatchers to control drop-off points and traffic-calmed areas
- Creation of an Advisory Committee for mobility in Old Québec, whose mandate is to define a vision and a Mobility Plan for Old Québec 2026–2036
- Port capacity threshold set by the Québec Port Authority (APQ) at 15,000 cruise passengers/year to ensure high-quality reception

Results

These actions constitute an experimental laboratory for more sustainable transformations, with strong potential for transferability to other cities.



11 Strasbourg

Context

- One of the three historic European Union capitals alongside Brussels and Luxembourg
- The medieval historic centre is formed by the Grande-Île and is surrounded by a river, the Ill
- The Grande-Île, whose road network is largely composed of narrow medieval streets exclusively reserved for pedestrians
- During the Christmas Market, the entire historic centre is 100% pedestrian
- Access for tourist coaches to the historic centre has been heavily restricted since 1974, 52 years ago

Approachs

- *Strasbourg is best explored on foot!* is the welcome slogan of the Tourist Office
- Several Low Emission Zones implemented since 2022, with deployment continuing in phases until 2028
- Continued expansion of its tramway network and development of park-and-ride facilities on the outskirts
- Free public transport for those under 18
- Metropolitan express network on the existing railway system, with former stations redeveloped as multimodal hubs
- The Strasbourg Mobility Strategy aims to massively develop active mobility

Actions

- A drop-off zone on the immediate outskirts of the historic centre at “Parc de l’Étoile” is always accessible
- Two others are conditional on obtaining a permit and for coaches accompanied by a tour guide
- A paid long-term parking facility has been developed near a highway interchange and a tramway stop
- An online permit reservation platform is accessible to groups that have obtained prior authorization and to groups accompanied by a tour guide
- The *Batorama* sightseeing boats operate as river shuttles and allow travellers to reach their hotel or take a sightseeing route from Parc de l’Étoile

Results

This model illustrates mature and integrated management of tourist mobility in a highly constrained historic centre.

STRASBOURG

PLAN D'ACCÈS
DES CARS DE TOURISME

OFFICE DE TOURISME DE STRASBOURG ET SA RÉGION

VILLES & PAYS D'ART & D'HISTOIRE

STRASBOURG GRANDE ÎLE & NEUSTADT PATRIMOINE MONDIAL WORLD HERITAGE

Bienvenue à Strasbourg. Merci de lire attentivement ce document qui facilitera votre séjour à Strasbourg.

DÉPOSE-REPRISE PRINCIPALE

1A PARC DE L'ÉTOILE 12 pl.*

Accessible sans autorisation préalable
A proximité du centre ville, ouvert 7j/7, 24h/24
Rét. GPS du Parc de l'Etoile :
Latitude 48.5750 - Longitude 7.7535

DÉPOSE-REPRISE RÉGLEMENTÉE

1B QUAI STURM (RÉPUBLIQUE) 4 pl.*

1C RUE GUSTAVE ADOLPHE HIRN 5 pl.*

Accessible aux groupes qui ont obtenu une autorisation préalable et aux groupes accompagnés d'un guide conférencier.

Cette demande est à effectuer en ligne au plus tard 3 jours ouvrés avant votre venue via le lien suivant :
demarches.strasbourg.eu/transports/zone-depose

Conformément aux exigences réglementaires, le stationnement des cars de tourisme est strictement interdit en dehors des emplacements réservés.

Merci de couper votre moteur ! Nous vous recommandons de respecter les consignes en vigueur. La police sera particulièrement vigilante quant au respect de ces instructions.

PARKING

2 P+R ELSAU 80 pl.*

Fonctionnement :
• Parking clôturé
• Ouvert 7j/7, 24h/24
Tarifs (à régler sur place en euros ou carte de crédit) :
18,60 €** comprend :
• Droit de stationnement
• Ticket aller-retour tram pour le(s) conducteur(s) jusqu'à 7 tickets aller/retour
34 €*** comprend :
• Droit de stationnement
• Ticket aller-retour tram pour 80 personnes maximum (conducteurs compris)

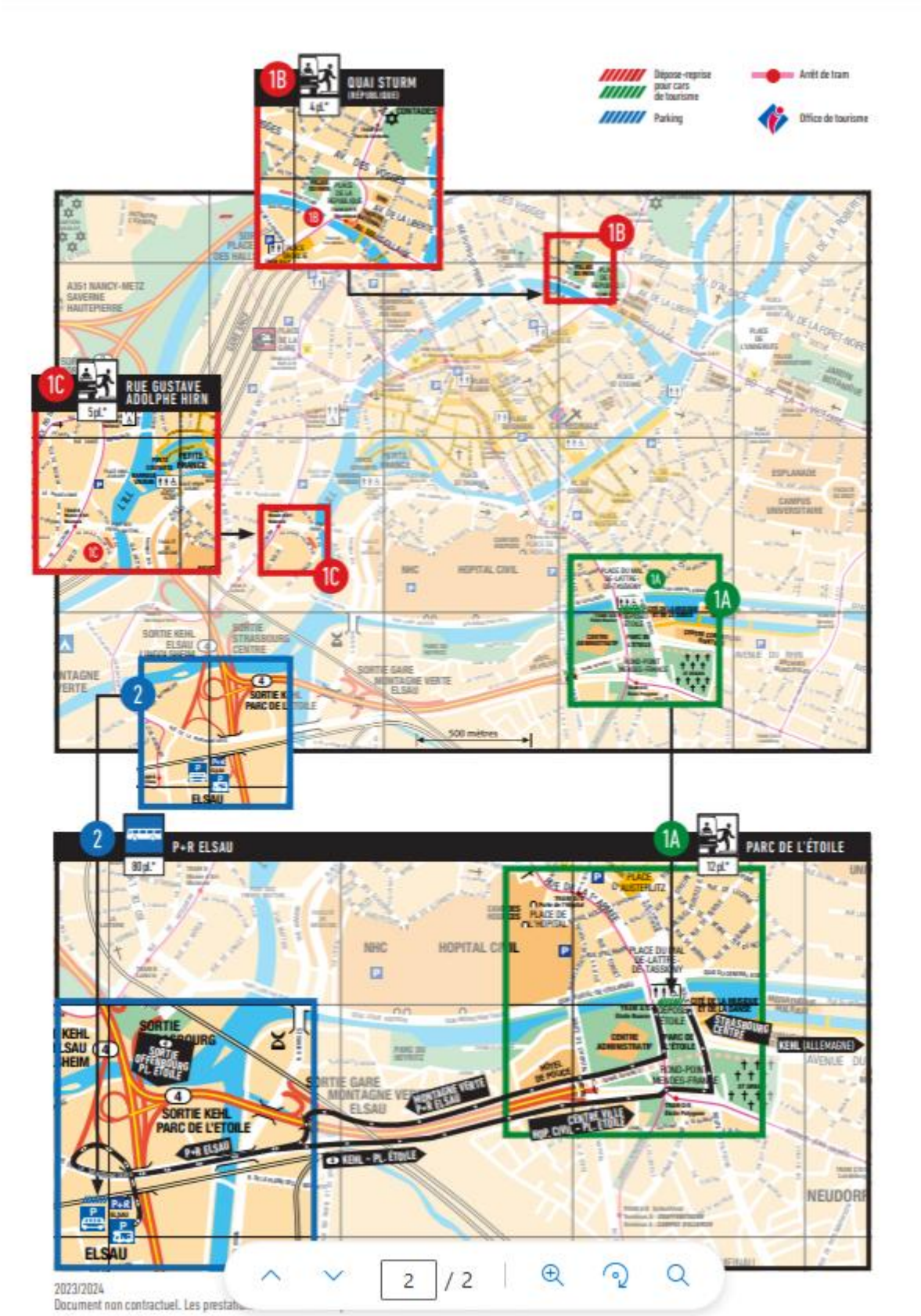
Le parking est accessible gratuitement pendant 30 minutes.

Rét. GPS du P+R Elsau :
Latitude 48.56829 - Longitude 7.73038

12 pl.* *Emplacement pour cars de tourisme

** Tarifs applicables hors période des marchés de Noël et susceptibles d'être modifiés en cours d'année.

*** Uniquement sur commande préalable en cliquant ici (sauf durant la période du Marché de Noël de Strasbourg où seule cette formule est proposée directement en arrivant sur place).


1B
QUAI STURM
4 pl.*
Dépose-reprise pour cars de tourisme
Parking
Arrêt de tram
Office de tourisme
1C
RUE GUSTAVE ADOLPHE HIRN
5 pl.*
1A
2
P+R ELSAU
80 pl.*
PARC DE L'ÉTOILE
12 pl.*
HOPITAL CIVIL
SORTIE KEHL PARC DE L'ÉTOILE
P+R ELSAU
KEHL - PL. ÉTOILE
ELSAU
500 mètres
2 / 2
2023/2024
Document non contractuel. Les presta