

An exploration of strategic planning and stakeholder engagement for the development of heritage sites in Plovdiv, Bulgaria

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Abstract

This study determined how stakeholders of heritage attractions apply strategic management for their business planning and development. A conceptual framework for strategic heritage planning was created and applied within the case of Plovdiv, Bulgaria. The framework provided a new way of interpreting whether effective strategies were used within the heritage management sector. In addition to offering a lens to view policy planning, the framework led to a stakeholder analysis determining who was governing the heritage sites within the city.

The literature review revealed that studies about planning for heritage are neither prescriptive nor descriptive. Instead, they commonly reviewed challenges in planning with valuation, policy learning, implementation and maintenance for safeguarding sites. The new conceptual framework was created based on the gaps, challenges, issues and recommendations presented in the literature for heritage preservation. Each stage is operational and can be used as a guide for good practice or as an audit instrument.

Critical realism was the most appropriate research approach because the study was practical and investigated how stakeholders process policy planning in the heritage sector. This study used purely qualitative methods and considered the stakeholders' experiences to give meaning to the situation. Purposive sampling was used and the questions created for the semi-structured interviews focused on stakeholder involvement throughout the phases of the framework. Accordingly, the Interview questions focused on assessment, creation and implementation of policy. Nine stakeholders were interviewed who were directly involved in the policy planning for heritage in Plovdiv. Document analysis was also used assessing the planning strategies highlighted in the Municipal Policy Document for Plovdiv 2014-2020.

In terms of the strategic planning and development process of the heritage sites, the findings revealed that managers pay more attention to the assessment and

creation phases rather than the implementation phase. With regards to stakeholder involvement, the research showed that few of them were involved at certain stages of the process due to the hierarchy of governance. Academic and managerial recommendations are further discussed in the study.

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Glossary of Acronyms

CR - Critical Realism

DMO - Destination Management Operators

EP - European Policy and Cooperation

EU - European Union

F&B - Food and Beverage

GDP - Gross Domestic Product

NIICH - National Institute of Immovable Cultural Heritage

PESTEL - Political, Economic, Social, Technical, Environmental, and Legislative

PR - Public Relations

QBS - Qualifications-Based Selection

RBV - Resourced Based View

SWOT - Strengths, Weaknesses, Opportunities and Threats

UK - United Kingdom

UNESCO - United Nations Educational, Scientific, and Cultural Organization

1 Chapter One: Introduction

1.1 Strategic Heritage Management Literature

Strategic planning is commonly found in literature for tourism. Topics include planning for destinations (Ruhanen, 2004, 2010; Rodriguez-Diaz and Espino-Rodriguez, 2007; Vila et al., 2010) and planning for community involvement in destination management (Ruhanen et al., 2010; Simpson, 2001a, 2008).

Strategic planning for heritage management is not as established in research (Garrod and Fyall, 2000; Evans, 2000; Inskeep, 1991). The heritage sector is significant to tourism, nevertheless, few studies focus on strategic planning for heritage sites in order to ensure sustainability (Garrod and Fyall, 2000). It was also implied that tourism planners neglect planning for the sustainability of heritage sites (Dutta et al., 2007) and this results in sites being at risk (Bakri et al., 2012). Heritage attractions are important because they attract tourists and represent the history and culture of a place (Bakri et al., 2012; McClelland et al., 2013; Lai and Ho, 2003; Mclean, 2010). Often, heritage sites are the essence of a tourist destination (Timothy, 1996) and accordingly, strategic planning is necessary for sustainability.

1.2 Plovdiv, the Case Study

Plovdiv is situated in the centre of Bulgaria and is considered one of the oldest cities in Europe (Nachev and Strandzhev, 2004). The centre of the city has remains from a Thracian fortress, Nebet Tepe, that date back to the twelfth century B.C. The Romans also occupied Plovdiv and built many public structures such as a theatre, stadium, forum, basilicas and baths, all of which remain in the city today. Due to a cultural infrastructure with many historic sites, in 2014, Plovdiv won a bid to be the European Capital of Culture for 2019 (Vassiliou, 2015; Baruch et al., 2014). From this, questions may be raised about who specifically manages these sites and what the current strategic plans are for the heritage sites within the city.

Research conducted over twenty years ago suggested that Bulgaria lacked strategic policy planning for heritage inclusive of visitor flow and heritage protection measures (Borg and Gotti, 1995). Later, it was recommended that Bulgarian heritage sites be researched through a longitudinal approach in comparison with other European destinations with an emphasis on strategy implementation (Zlateva and Zlateva, 2004). Six years later, the importance for strategic heritage planning in Bulgaria was emphasised, however it was implied that city planners viewed heritage as obstacles to development (Council of Europe, 2009). Although it was put forward that Bulgarian heritage could be linked to national self-confidence and values (Zlateva and Zlateva, 2004), the historic sites were rather viewed as a product for tourism exploitation (Council of Europe, 2009). These findings could imply that there are gaps and inconsistencies in the strategic planning for heritage sites in Plovdiv.

Plovdiv was selected for this project because of the questions and gaps raised above. Moreover, inconsistencies can be found in the stories about heritage within the city. For example, a paper entitled *A History of the Ancient Theatre in Philippopolis* said that the theatre was discovered by a group of children in 1968 while they were playing in the dirt (Detev et al.). Yet the Lonely Planet claimed that the theatre was discovered in a freak landslide (Baker et al., 2013, 2017). These inconsistencies led to a deeper curiosity for the topic and emphasised the need for further investigation.

While exploring research on heritage management, not a lot has been published about Bulgaria or Plovdiv specifically. The city is very rich in heritage with 111 known sites (Municipality Plovdiv, 2013) yet there are challenges with the heritage (Council of Europe, 2009; Municipality Plovdiv, 2013). Additionally, there are political and economic challenges within Bulgaria based on a number of events. A revolution ended the communist era in 1989 (Bousfield and Richardson, 2008) and Bulgaria joined the European Union in 1999 (Municipality Plovdiv, 2002). The heritage, challenges, inconsistencies, and political changes make Plovdiv an interesting case study for research.

1.3 The Aim and Objectives

The rationale for conducting this research includes the distinctiveness of undertaking Plovdiv, Bulgaria as a case study. This study aims to contribute towards stakeholder analysis and strategic planning for the development of heritage sites within the city of Plovdiv, Bulgaria.

Through the use of a conceptual framework, three themes were investigated within the case. The first theme involved heritage sites, the definition and scope. The second theme included a stakeholder analysis to determine those governing the heritage sites located in the city of Plovdiv. The third theme explored policy planning for strategic heritage management. The framework provides a new way of interpreting whether effective strategies are used within the heritage management sector. Additionally, the framework offers a new lens to view policy planning and was developed through an investigation of literature to provide a practical application. The stakeholder analysis is a part of the conceptual framework because in order to explore policy planning for heritage, stakeholders need to be identified. Stakeholder engagement is an essential part of strategic planning. This paper pursues the following research question and objectives:

Research Question: *How do stakeholders of heritage attractions apply strategic management for their business planning and development?*

Objectives:

- Critically review current literature to create a conceptual framework that could help heritage managers strategically assess planning and policy for heritage sites.
- Identify stakeholders and explore their involvement in the planning process throughout the different stages in the proposed framework.
- Carry out primary research in Bulgaria to apply the proposed conceptual framework to find out how heritage sites are managed in practice and the engagement of stakeholders in the process.

- Propose recommendations for stakeholders of heritage sites to further improve the efficiency and effectiveness of their strategic planning and development.

1.4 Contributions to Knowledge

The significance of this study lies in the proposed holistic framework. The research contributes to an area where literature has indicated that additional academic attention would be beneficial (Sheehan and Ritchie, 2005; Aas et al., 2005). There is a gap in research regarding strategic planning for the heritage sector. This is inclusive of the application of strategic policy planning for immovable heritage sites in developing countries. This research will provide practitioners and stakeholders for heritage a more comprehensive framework to help them audit the process of strategy. Practitioners, administrators, and other stakeholders can benefit from this model. The framework can help them with the strategic development of their organisations and with policy planning for heritage sites.

Strategic plans are directly impacted by the stakeholders of an organisation (Freeman, 1984; Freeman and Reed, 1983). This paper examines stakeholders and the strategic planning process in the heritage sector. The aims and objectives of this study contribute towards determining the impeding factors in the strategic planning of heritage visitor attractions in Plovdiv.

1.5 Research Approach

A research approach has an effect on the various decisions made throughout the research process (Trafford and Leshem, 2012; Bryman, 2012). There is much debate regarding research philosophy, specifically the interpretations of different philosophies and which approach should be used (Mkansi and Acheampong, 2012). Nevertheless, it is suggested that an understanding of the research approach guides researchers to refine research designs, understand which designs are most useful for the project, and to adapt to different constraints that

may happen throughout the process (Easterby-Smith et al., 2012). The following section illustrates the research approach used throughout the study, inclusive of the ontology, epistemology and methodology.

Critical realism, or CR, is an ontological stance used to find out what makes something work and how something works (Zachariadis et al., 2010). CR provides practical knowledge rather than a forecast (Wikgren, 2004). Moreover, CR provides an understanding of the processes that something function and to determine how it functions. CR is appropriate because the study is practical and determines how stakeholders process policy planning in the heritage sector. The use of a single case study offers an opportunity to investigate a situation comprehensively (Easton, 2010). By examining the methods used in planning strategies for heritage sites in Plovdiv, deeper understandings of interventions can be revealed (Fisher, 2010). A CR approach is most suitable for case study research because a case of interest is identified and the aim is to understand what causes specific events to happen (Easton, 2010).

A case study uses a real-life situation and evaluates strategies to reveal a phenomenon in context (Yin, 2009; Remenyi et al., 2002; Gerring, 2004; Baxter and Jack, 2008). In other words, the issue under investigation is seen through many lenses that allows for various aspects of a phenomenon to be studied (Yin, 2009). To determine when a case study should be used, it is important to look at the questions being asked (Baxter and Jack, 2008; Yin, 2009). Within the scope of a case study, investigators primarily want to understand *how* and *why* something occurs (Baxter and Jack, 2008; Yin, 2009). This is characteristic of a case study research design because investigators of case study research want to understand contextual conditions significant to a particular phenomenon (Yin, 2009). Additionally, very often, case studies are used to understand organisational and managerial processes (Baxter and Jack, 2008; Yin, 2009).

Instrumental cases give further insight to an issue such as policy planning and are used to refine a particular theory (Baxter and Jack, 2008). The case itself is considered secondary while the conceptual framework being used is the primary

contribution to knowledge (Baxter and Jack, 2008). The conceptual framework created and applied in the case of Plovdiv determined the people who would be interviewed. The framework was the anchor for the study and determined all the themes that were used within the data analysis.

1.6 Thesis Structure

This thesis is divided into five chapters. The first chapter of this study focuses on a general introduction that presents strategic planning for heritage and the case study, Plovdiv, Bulgaria. The chapter then includes the aim and objectives, the study's contributions to knowledge, and the research approach.

Chapter two explores the literature regarding heritage sites, stakeholder theory and strategic planning. The section on stakeholder theory investigates previous research on identifying stakeholders, assessing stakeholder power, and assessing the priorities of stakeholders. The section on strategic planning is broken down to illustrate the differences between strategic planning in general, strategic tourism planning and planning for the heritage sector. This is then further deconstructed into three different phases for planning: assessment, creation and implementation. From this, a conceptual framework was created specifically for heritage planning based on the gaps, challenges, issues and recommendations presented in the literature for heritage preservation.

Chapter three lays out the overall research design. This includes the paradigm, research approach, and discusses how the interview questions were created. The chapter then illustrates the methodology. The methodology includes the sample used in the primary research, ethical considerations and how the data was collected. Chapter three finally clarifies internal validity and external validity.

Chapter four illustrates the data analysis. This chapter mirrors the literature review chapter in the way results are presented. The beginning of the chapter reveals an identification of stakeholders, their levels of power and priorities. Additionally, the chapter discloses the strategies and steps used by stakeholders for heritage sites in Plovdiv. This is presented parallel to the conceptual

framework with results about how policies are assessed, created and implemented through the perspectives of stakeholders.

The fifth chapter presents the conclusion. It demonstrates how the research aim and objectives are met and illustrates the main findings in each stage of the framework. The main findings revealed the need for more stakeholder involvement to assess, create and implement policy for the heritage sites. More transparency is needed regarding stakeholders, their roles and priorities for each stage in planning. Strategic planning needs to be more formal and prescriptive in order to implement policy. This would include a system of compliance with stakeholders monitoring the implementation phase. Additionally, the hierarchy system of power needs to be reconsidered to minimise the various barriers revealed throughout the study. This chapter also includes practitioner and research implications. Finally, the research limitations are illustrated.

1.7 Summary

In summary, the study investigates the strategic policy planning for heritage sites through the use of a conceptual framework in the case of a developing country. Plovdiv, Bulgaria is used as the case study since questions may arise as to who is involved in managing the sites and what strategies are used in order to safeguard heritage sites. The research paradigm is critical realism since the basis of the project is to determine how the stakeholders function and their processes for policy planning. From this, a stakeholder analysis was conducted as a part of the conceptual framework and applied to the unique case of Plovdiv. The contributions to knowledge are the conceptual framework created from the literature review to be applied to audit the strategic planning process for heritage sites.

2 Chapter Two: Literature Review

2.1 Introduction

This chapter investigates literature in order to fulfil the research aim and objectives. An examination of the literature review helped to design a conceptual framework that includes three parts (Figure 2.1). The first part involves the concept and scope of heritage sites. Sustainability for heritage attractions is gaining increased attention (Moropoulou et al., 2013). The heritage sites within a location are increasingly becoming the focus of tourism development (Aas et al., 2005). Essentially, heritage sites lure tourists (Lowenthal, 1996). Accordingly, the chapter begins by defining heritage for the purpose of this thesis.

The second part of this chapter examines literature regarding stakeholder definitions and the importance of identifying of stakeholders in an organisation. Stakeholder power is then explored along with different priorities that stakeholders may have. Stakeholders should be engaged throughout the process of policy planning (Andriof and Waddock, 2002). Stakeholder involvement and the strategic planning process are interrelated (Nisco et al., 2008). Although these topics are interrelated, they were separated in this literature review because firstly, not a lot of research has been done on these topics from the perspective of heritage management. Secondly, many problems happen with strategic planning because of conflict and a lack of stakeholder communication and engagement (Jackson, 2001). If policy management and planning were to be effective and efficient, then the process of decision-making would need to be investigated. This is clearly linked to stakeholder involvement and participation. The stakeholders are vital to the role of policy planning and the process (Botha, 2007).

The third part of this chapter is about the overall development of the strategic planning process for heritage sites. An overview of generic strategic planning and tourism planning models are narrowed down to bring focus to planning for heritage sites. The chapter then explores different phases to be applied within a

policy-planning framework for heritage. These phases included an assessment, creation, and implementation of policy (Thompson and Martin, 2010; Edgell St. and Swanson, 2013; Witcher and Chau, 2014; Hall, 2008). Each of the phases incorporated additional steps. The additional steps for the assessment phase include preparing time frames, determining the vision, and conducting external and internal assessments. The creation phase investigated literature to include steps focusing on conducting research, creating scenarios, and ensuring transparency. The final phase, implementation, included steps to implement policy in accordance with plans, ensure compliance and ensure policy evaluation. The chapter then ends with a summary.



Figure 2.1: Conceptual Framework for Strategic Management and Stakeholder Engagement in the Development of Heritage Sites

2.1.1 Part One: Heritage Concept and Scope

Different perspectives and backgrounds can lead to different interpretations of the word heritage. It is crucial to understand the context of the term (McDonald, 2011; Timothy and Boyd, 2003) since the study is about strategic planning for heritage management.

The term heritage has evolved throughout the years (Nuryanti, 1996; Vecco, 2010), to the point that a single definition is not possible (Lowenthal, 1996). The earliest definitions involved the concept of inheritance and developed to include national property and the fine arts (Lowenthal, 1996; Vecco, 2010). The term has vastly progressed to include natural heritage with outstanding universal value from a scientific perspective. This includes geology and the physical geography of sites including the flora and fauna (UNESCO, 2012; Vecco, 2010; Hitchcock, 2005). Heritage is viewed in terms of intangible or tangible (del Barrio, 2012; Kausar, 2010). Intangible heritage includes performances, folklore, or rituals (Kausar, 2010; del Barrio, 2012). Tangible heritage include works of architecture, sculptures, and structures that are of outstanding universal value from the perspective of history and anthropology (del Barrio, 2012; Vecco, 2010). Tangible heritage can be further broken down to be movable or immovable (UNESCO, 2010; de la Fuente, 2011; Council of Europe, 2009; Zan, 2013; UNESCO, 2012). Moveable sites include works of art, manuscripts, and coins. Immovable heritage refers to archaeological sites and monuments (UNESCO, 2010; de la Fuente, 2011; Council of Europe, 2009; Zan, 2013; UNESCO, 2012). Although definitions and heritage types differ, the language and theories about heritage are predominately Western since the first heritage conventions were done in Europe as early as 1931 (Lowenthal, 1996). This study refers to immovable heritage sites including architectural or archaeological monuments.

2.2 Part Two: Stakeholders

This part of the literature review explores the second circle within the main conceptual framework in Figure 2.1. The main concepts explored within this part of the literature review involve identifying stakeholders, assessing stakeholder levels of power, and assessing stakeholder priorities.

2.2.1 Stakeholder Definition

From a wide sense, a stakeholder is anyone who can impact the success of an organisation (Freeman and Reed, 1983; Freeman, 1984). This involves the competition, potential consumers, and public interest groups. From a narrow sense, a stakeholder is anyone involved in the management and the function of an organisation such as employees, suppliers, and shareowners (Freeman and Reed, 1983; Freeman, 1984).

Many identify stakeholders as either *primary*, critical to the success of the organisation, or *secondary*, instrumental or influenced by the industry (Sautter and Leisen, 1999; Sheehan and Ritchie, 2005; d'Angella and Go, 2009; Clement, 2005). For some, the definition of stakeholder is too broad because if one were to identify all the stakeholders in an organisation, too many would have a stake (Tullberg, 2013). People have varying definitions for stakeholder because there are many views as to who are important to an organisation (Freeman and Reed, 1983). For example, it was found that there were over 28 definitions for the term stakeholder (Mitchell et al., 1997). From this, Tullberg (2013) suggested that a stakeholder is simply one who has substantial input in the company and is pertinent to the output. Nevertheless, whether the stakeholders are being regarded as instrumental or critical to the success, they need to be identified (Mason, 2008).

2.2.2 Stakeholder Theory

Stakeholder theory suggests that coordination and communication between stakeholders are often linked to sustainability as the objective is to collaborate on the development of management plans (Krutwayscho and Bramwell, 2010; Bramwell and Lane, 2011; Aas et al., 2005; Freeman, 1984). This implies that

through an identification of stakeholders and their different roles, conflict can be minimised, communication between stakeholders can be improved, and objectives can be better met. Additionally, managers can know levels of engagement and how certain stakeholder contributions matter (Mitchell et al., 1997). However, planners would need to consider the context in which stakeholders are assessed (Tosun and Jenkins, 1996).

2.2.3 Stakeholder Networks

The concept of stakeholder networks considers the relationships between stakeholders in addition to the entire stakeholder set (Garriga, 2009; Roloff and Roloff, 2008). Stakeholder theory looks at individual stakeholders, but the individuals interact with one another not only within an organisation, but also externally (Garriga, 2009). A network perspective can offer advantages since different stakeholder groups influence strategies differently (Vandekerckhove and Dentchev, 2005). Prior to understanding the entire network, it is important to identify who the specific stakeholders are, their levels of power and engagement, and their priorities.

2.2.4 Stakeholder Theory and Engagement Explored

Several factors may affect stakeholder engagement. These include the capacity of stakeholders, their levels of power, the economy, or the structure of the organisation (Jackson, 2001; Khazaei et al., 2015; Smith, 2012). The amount of power stakeholders have affects their engagement within the structure of the organisation; likewise, the structure may affect the stakeholders' level of power (Chandrasekhar, 2012; Botha, 2007; Jackson, 2001; Stevens et al., 2010; Smith, 2012).

Some plans may not necessarily require the engagement of all stakeholders (Tosun and Jenkins, 1996). In congruence with this, it is suggested that organisations not simply consider each individual stakeholder (Andriof and Waddock, 2002). This is because the whole stakeholder set has a number of different influences. All of these influences and relationships make up a stakeholder environment (Andriof and Waddock, 2002). This could be an advantage if the engagement were broken up into the different domains (Botha,

2007). For example, stakeholders could be divided based on their strengths, some could be engaged with the managerial decisions such as hiring, budgeting, marketing, while others are engaged with associated decisions such as compliance coding, reporting, appraising or training (Botha, 2007). If stakeholders are engaged according to their strengths, their collaboration would be more legitimate and it could build greater institutional capacity (Khazaei et al., 2015).

Another method to ensure more stakeholder engagement is to use stakeholder representatives (Bornhorst et al., 2010; Greenwood and van Buren, 2010; Andriof and Waddock, 2002). The representatives could be seen as a group of trustees who represent different people under the authority of the highest governing body (Halcro, 2008). Through this, the representatives could directly communicate expectations, ideas or communal goals to different levels of stakeholders (Preble, 2005; Andriof and Waddock, 2002).

This makes an understanding of stakeholder engagement quite complex. In order to untangle the complexity of this, the stakeholder environment would need to be broken down. This would provide a better overview of the stakeholders, their levels of power, and their priorities. From this, stakeholder levels of engagement with the organisation and the strategy can be explored. In order for any business to have a competitive advantage, whether it be a cooperate organisation, or the business of heritage management, aspects of the coordination and structure need to be overseen and considered (Bornhorst, Ritchie, & Sheehan, 2010). An understanding of an organisation's stakeholder engagement could be the lens to view and assess the strategic processes in play (Harrison and St. John, 1996).

When considering stakeholder engagement, studies have suggested that those responsible for implementing policies will have greater commitment if they have participated in the planning process right from the start (Guth and MacMillan, 1986). If managers are able to raise concerns, prioritise, and participate in the decision-making process for crafting policies, they will be more willing to

implement policies with greater rigor (Guth and MacMillan, 1986; Noble and Mokwa, 1999).

2.2.4.1 Stakeholder Engagement and Reformation Barriers

In some cases, stakeholder engagement might be limited because of reformation in government systems (Haveri, 2006; Kim and So, 2004; Blom-Hansen et al., 2012). The process of government reformation is very slow and difficult to manage (Haveri, 2006). Due to the slow processes and changes in the decision-making procedures, stakeholders will often resist policy and place blame on policy leaders (Blom-Hansen et al., 2012). Greater distances form between governments and the community (Dollery et al., 2008). It was found that stakeholders may feel a sense of uncertainty with new systems, authority figures, levels of power and leadership (Haveri, 2006). This is because details become blurred, communication becomes scarce and trust is lost (Ibid, 2006). Research also indicates that government reformation can lead to negative effects on the economy (Dollery et al., 2008).

Since reformation is often seen as a barrier with stakeholder engagement, clear reformation strategies for stakeholder engagement need to be put in place (Blom-Hansen et al., 2012). Procedures need to take place at a high standard with transparency. The dialogue between the local government and community needs to be two-way (Kim and So, 2004; Blom-Hansen et al., 2012). The administration needs to be co-operative with all stakeholders and administrative practises need to be efficient in order to have more trust with the new bureaucratic system (Kim and So, 2004). This is something important to consider when investigating a developing country in Eastern Europe that has been recently admitted into the European Union.

2.2.5 Identify Stakeholders

Stakeholder theory suggests that for success in business, it is crucial to identify all stakeholders in the organisation (Aas et al., 2005; Clement, 2005; d'Angella and Go, 2009; Freeman, 1984; Jamal and Getz, 1995; Sautter and Leisen, 1999; Sheehan and Ritchie, 2005; Tullberg, 2013). This step is often ignored (Sautter and Leisen, 1999) and is vital since many stakeholders influence the process for

plans to be implemented for heritage (Bornhorst et al., 2010; d'Angella and Go, 2009; Sheehan and Ritchie, 2005; Tullberg, 2013).

It is important to identify stakeholders for several reasons. Firstly, stakeholders can influence business objectives (Preble, 2005). Secondly, the strategies implemented by managers often impact other stakeholders (Buchholz and Rosenthal, 2005). Thirdly, operations within an organisation such as the politics, legal frameworks and planning infrastructures are also influenced by stakeholders (Preble, 2005).

Previous studies have been done that identify several possible stakeholders involved in tourism development who affect or are affected by heritage (Jamal and Getz, 1995; Bornhorst et al., 2010; Sheehan and Ritchie, 2005; Sautter and Leisen, 1999; Simpson, 2008, 2001b).

Stakeholders Mentioned in Tourism Management Literature	Authors	Stakeholders not Explicitly Included in the Literature
Tourists	(Sautter and Leisen, 1999; Pastras, 2011; Poria et al., 2003)	Media/PR • For example: local television stations
Local employees of hotels	(Sautter and Leisen, 1999)	
Competitor destinations	(Sautter and Leisen, 1999)	Suppliers • For example: local tour guides
Activist groups	(Pinilla-Urzola, 2011; Sautter and Leisen, 1999; Bornstein, 2010; Preble, 2005; Suntikul and Jachna, 2013)	
Community	(Garrod and Fyall, 2001; Garrod et al., 2012; Aas et al., 2005; Simpson, 2008; Jamal and Getz, 1995; Penny Wan, 2013; Bakri et al., 2012; Tripkovic Markovic, 2010; Su and Wall, 2012; Hwang et al., 2011; Yasarata et al., 2010; Simpson, 2001b, 2001a)	Shopkeepers • For example: Boutiques around the city and businesses directly on, at, or in heritage zones
Tourism planners	(Penny Wan, 2013; Pons et al., 2011; Altinay and Bowen, 2006; Vignati and Laumans, 2010; Dutta and Husain, 2009)	Food and Beverage outlet employees • For example: F&B outlets within the location
Attraction managers and employees	(Pons et al., 2011; Lai and Ho, 2003; Dimitrova and Steunenberg, 2011)	
Convention centre managers	(Sautter and Leisen, 1999)	Transportation service providers • For example: Limo drivers
City governments	(Bakri et al., 2012)	Event Organisers • For example: Certain sites can be rented for events such as weddings
Destination Management Operators (<i>those who market a destination</i>)	(d'Angella and Go, 2009; Bornhorst et al., 2010; Sheehan and Ritchie, 2005; Rodriguez-Diaz and Espino-Rodriguez, 2007)	

Table 2.1: Stakeholders included and not explicitly included in the literature (adapted from Hassanien and Crispin, 2013)

This table demonstrates examples of the different stakeholder groups identified in literature. However, there is a lack of research that explicitly identifies stakeholders directly involved in managing heritage. For example, based on Table 2.1, tourism planners are listed as stakeholders. This can be further broken down to include the different managers, travel agencies, staff in different

departments inclusive of bus drivers and tourist leaders, the board of directors, municipalities, destination marketers and more. Previous studies could have more depth in identifying stakeholders specifying greater details. Accordingly, Table 2.1 also illustrates invisible stakeholders. The organisation of the table was created based on an adaption of the Scope and Nature of Tourism, Hotel and Events Facilities (Hassanien and Crispin, 2013).

Additional points can be highlighted based on Table 2.1. For example, although there is an indication of city governments and DMO's having involvement in tourism planning (Bakri et al., 2012; d'Angella and Go, 2009; Bornhorst et al., 2010; Sheehan and Ritchie, 2005; Rodriguez-Diaz and Espino-Rodriguez, 2007) questions can be raised as to who specifically are involved in heritage management. Local tour guides were not included, yet they may be employed as DMOs or as government employees. Not knowing the specific details can cause confusion or misleading information (Jackson, 2001).

Another factor to consider is policy planning for tourism and heritage does not involve one sector. Several sectors and stakeholders are involved, especially since resources are shared and the role of government in different sectors is vast (Jenkins, 2015). With that, transportation service providers may also be considered as viable stakeholders for heritage. Nonetheless, this stakeholder group was also excluded from the secondary research as underscored in Table 2.1.

Several studies explore the community as stakeholders for tourism destinations (Garrod et al., 2012; Elsorady, 2012; Iorio and Wall, 2012; Jamal and Getz, 1995; Lee, 2013; Mackinnon, 2002; Mahdavinejad and Abedi, 2011; Su and Wall, 2012). The community could encompass other stakeholder groups such as the media, local shopkeepers and F&B outlet employees. Although it was not a main

objective, research surrounding community involvement was explored further and is included in Appendix 1.

One group often identified as having stake in heritage is the United Nations Educational, Scientific and Cultural Organization (UNESCO). Many studies conducted on strategic management for heritage refers to UNESCO and the world heritage systems of protection (Heyneman, 2011; Hitchcock, 2002; Borg and Gotti, 1995; Kashangaki et al., 2009; Tuan and Navrud, 2007; Provins et al., 2008; Zan and Bonini Baraldi, 2013; Spencer and Nsiah, 2013; Kioussi et al., 2013; Pendlebury et al., 2009; Putra and Hitchcock, 2005). This is because as stakeholders, UNESCO provides guidelines and support to safeguard heritage sites (Wijesuriya et al., 2013). Heritage sites of outstanding universal value can be inscribed in the UNESCO World Heritage List if managers comply with the appropriate process and guidelines (Ibid, 2013).

As lead authors for UNESCO, Wijesuriya et al. (2013) collaborated to write a manual for state parties and managers of heritage sites to meet requirements for the World Heritage Convention. Despite guidelines and compliance procedures, many sites undergo strategic management issues (Zan and Bonini Baraldi, 2013; Suntikul and Jachna, 2013). With this, one might question the sanctions put forth by UNESCO if management cannot comply or if sites on the list become further threatened. According to Wijesuriya et al. (2013), the UNESCO World Heritage Committee monitors properties after they have been placed on the World Heritage List. Secondly, according to the operational guidelines, the UNESCO World Heritage Committee provides support to avoid sites from being removed from the World Heritage List (Ibid, 2013). A process is then put in place to determine whether managers can address any shortcomings that may jeopardise the site's outstanding universal value. "When there is evidence that the property has deteriorated to the point where it has irretrievably lost those characteristics which determined its inscription on the List, the Committee may decide to delete

the property from the list" (Wijesuriya et al., 2013: p. 44). UNESCO's mission is to outline and safeguard heritage for everyone (Hitchcock, 2005). With this, UNESCO could be a viable stakeholder even if a site is not placed on a UNESCO World Heritage List.

2.2.6 Assess the Power of Stakeholders

Levels of power are linked to a stakeholder's ability to make something happen (Parent and Deephouse, 2007). Understanding the degree of power stakeholders have is important because certain members influence the policies more than others (Greenwood and van Buren, 2010; Tullberg, 2013; Andriof and Waddock, 2002; Waligo et al., 2012; Parent and Deephouse, 2007). Often, those who have the most influence, have the most power. Further to this, in some cases, those who have the most power often have the most access to information (Andriof and Waddock, 2002). Stakeholders directly involved in managing heritage might have authority and access to information, but may not have the most heritage knowledge or experience (Mitchell et al., 1997; Waligo et al., 2012). This can affect the interactions between stakeholders (Mitchell et al., 1997; Parent and Deephouse, 2007). Often, heritage is linked to the notion of power (Harrison, 2005a). With regards to stakeholder power, it is important to consider the power someone may have when representing the sites to the community and world (Ibid, 2005).

An examination of power could be the essence of stakeholder theory since a better understanding of the organisation can be found if power relationships are examined (Tullberg, 2013; Andriof and Waddock, 2002; Hitchcock et al., 2005; Ruhanen, 2009; Smith, 2012; Jackson, 2001). Understanding power relations is significant since policy assessment, creation and implementation are directly influenced by the interactions between stakeholders and their organisations (Altinay and Bowen, 2006; Yasarata et al., 2010). There is often resistance if there are power differentials (Foucault, 1980). If levels of power are identified, imbalances between stakeholders can be better overcome (Haveri, 2006; Andriof

and Waddock, 2002; Tullberg, 2013; Mitchell et al., 1997; Parent and Deephouse, 2007; Hitchcock et al., 2005). Research should identify the power between stakeholders in order to "facilitate the speech of the powerless" (Tribe, 2006:14). In other words, it can be deduced that if power levels were examined, the limitations of structures can be identified, those with more knowledge can be underscored, and those who are identified as powerless could potentially have a voice.

2.2.6.1 Hierarchical Governance

Hierarchical governance involves different levels of control and compliance from the national down to the regional level (Hall, 2011a). In other words, it involves policy planning and implementation from a top-down approach. It is suggested that in tourism policy literature, there is little research done on hierarchical governance and its impact on tourism policy (Hall, 2011a; Bramwell and Lane, 2011). Hierarchical governance is more often discussed in environmental management. Yet, for tourism policy, hierarchical governance is important due to its role in international relations, legislation, regulation, and state structures (Hall, 2011a).

Hierarchical governance is often linked to bureaucracy since decision making is centralised (Aas et al., 2005). It also signifies a system where some stakeholders are disempowered (Waligo et al., 2012). Bureaucracy often leads to stakeholders being frustrated (Botha, 2007) since dialogue is one-way rather than two (Khazaei et al., 2015). With hierarchical governance and bureaucracy, stakeholders often have lower levels of awareness regarding policy planning and are less involved with the coordination of policy implementation (Waligo et al., 2012). Nevertheless, an identification of stakeholder power could allow for the structures and processes of hierarchical governance to be clearly identified.

2.2.6.2 Frameworks to Identify Power

Several frameworks can be used to assess stakeholder levels of power such as Arnstein's (1969) Ladder of Participation, The Stakeholder's Potential for Threat to Organization Model (Savage et al., 1991), and The Typology of Stakeholder Participation (Green and Hunton-Clarke, 2003). A number of tourism studies use Arnstein's (1969) Ladder of Participation to determine how much influence stakeholders have (Jackson, 2001; Khazaei et al., 2015; Ruhanen, 2009; Chandrasekhar, 2012; Garrod et al., 2012; Aas et al., 2005; Green and Hunton-Clarke, 2003). The Ladder of Citizen Participation was created in the late 1960's to investigate the amount of power citizens have with federal social programmes, urban renewal, and poverty (Arnstein, 1969). The framework includes a ladder-shaped diagram with eight rungs representing a level of power.

Starting from the bottom of the ladder, the first three rungs of Arnstein's framework are considered *non-participation*. In these stages, stakeholders have no power to plan; yet are informed about changes that may happen (Botha, 2007; Chandrasekhar, 2012; Jackson, 2001; Khazaei et al., 2015; Stevens et al., 2010). The next three rungs above are categorised as *degrees of tokenism*. In these stages, stakeholders can make decisions, but there are no guarantees that their suggestions or queries will be answered (Smith, 2012). The final two stages are classified as *degrees of citizen power* whereby stakeholders have full managerial power to negotiate and initiate changes (Botha, 2007; Chandrasekhar, 2012; Jackson, 2001; Khazaei et al., 2015; Stevens et al., 2010).

To determine stakeholder power within a business organisation, Green and Hunton-Clarke (2003) modified Arnstein's Ladder and created something similar with only three rungs. Their framework focused on an organisation rather than community. The first rung is *informative participation*. In this stage stakeholders receive information regarding policy, but have no authority to make suggestions

unless invited to participate. The second stage is *consultative participation*. If stakeholders fall into this category, they may put forth suggestions and proposals, however higher levels of power may not always act upon these proposals. It was noted that stakeholders in the consultative stage validate rather than have an impact on proposals. The third rung is *decisional participation*. In this phase, stakeholders are involved directly and their experience and perspectives are considered from initial stages of planning. In other words, if stakeholders are in the decisional stage, they can directly influence the management verdicts (Green and Hunton-Clarke, 2003).

2.2.6.2.1 Limitations with Green and Hunton-Clarke's (2003) Model

In cases of hierarchical governance within the heritage sector, there may be an occasion whereby one person or specific organisation is at the top and determines whether proposals are approved or not. Green and Hunton-Clarke's (2003) model excludes this. Arnstein's model considers managers having full power with authority to negotiate and approve or disapprove proposals. Accordingly, in the case of hierarchical governance for heritage, it may be feasible to use the Green and Hunton-Clarke (2003) model in combination with the Arnstein's (1969). This would utilise the Informative, Consultative and Decisional stages, but also include a Managerial Control stage at the top if decision makers at the top have the final say with plans.

Another level not considered in Green and Hounton-Clarke's (2003) model is non-participation. There may be cases where stakeholders are not informed appropriately about policy changes. Accordingly, this too should be considered when addressing stakeholder power. Non-participation is not commonly examined in research (Chandrasekhar, 2012). Jackson (2001, p.140) warns, "Beware of the latent public." Stakeholders who later find out they were excluded from decision-making often cause problems (Jackson, 2001). When stakeholders are excluded, the entire management process loses legitimacy (Flannery and Ó

Cinnéide, 2012) because the views of those excluded are not represented (Smith, 2012). Khazaei (2015) suggests that there are several benefits to engaging with invisible stakeholders because they often have a legitimate stake. Plus, the capacity of the institution is enhanced with collaboration and engagement (Stevens et al., 2010; Flannery and Ó Cinnéide, 2012; Smith, 2012).

Based on the limitations mentioned above, a proposed stakeholder sub-framework therefore includes two additional levels to the Green and Hounton-Clarke's (2003) model. These two additional levels include Managerial Control and Non-Participation. The sub-framework could be used within the main conceptual framework (Figure 2.1) to determine levels of stakeholder power.


Proposed Stakeholder Power Framework	
Managerial Control	<div> <div>Most Power</div> <div>  </div> <div>Less Control</div> </div>
Decisional Participation	
Consultative Participation	
Informative Participation	
Non-Participation	

Table 2.2: Proposed Stakeholder Framework adapted from Arnstein (1969) and Green and Hulton-Clarke (2003)

2.2.7 Assess the Priorities of Stakeholders

After identifying stakeholders and their levels of power, it is suggested to identify their priorities (Ruhanen, 2010). An understanding of stakeholder priorities can lead to greater predictability towards behaviours and opinions stakeholders may have with future plans (Mitchell et al., 1997).

Managers of heritage sites sometimes damage historical accuracy because of their different priorities and plans for heritage site usage. These different priorities

can be quite extreme. Because of this, heritage can be vulnerable and controversial (Lowenthal, 1996). It was put forth that in the tourism sector that some stakeholders may have more than one priority (Sautter and Leisen, 1999). Additionally, the strategic intentions of stakeholders could be based on their roles in society (Ruhanen, 2010; Kirovska, 2011; Sautter and Leisen, 1999). Nevertheless, these roles are subject to change because of politics, economics, and resources (Ruhanen, 2010; Simpson, 2001b).

Several studies demonstrate how the stakeholder priorities might impact sites. For example, van der Aa et al. (2005) highlighted how some stakeholders in the Dutch part of the Wadden Sea were trying to attain World Heritage status while other local stakeholders opposed the notion. The study highlighted how those who resisted thought that the priority for the status was more for the economy rather than local and environmental interests. This situation caused conflict. This study also highlighted that when priorities are not known, there is a lack of clarity with overall plans and intentions (van der Aa et al., 2005).

Lowenthal (1996) illustrated that authenticity for heritage is not always the best priority. Changing the authenticity of a site could “delete unhappy blemishes or events from history” (Lowenthal, 1996: p.103). Another reason why stakeholders might have a priority for inauthenticity is to provide people with a sense of how something was, for example by showing a fake representation of the heritage (Harrison, 2005a). With that, some stakeholders might view inauthentic heritage as something important and necessary in order to protect or represent the original site.

Priorities of Stakeholders in Literature	Authors who Identify these priorities
Economic (income, revenue, employment)	Reed, 1997; Lee, 2013; Padin, 2012
Service Quality (improve facilities, sites, experiences)	Grönroos, 2001; Sautter and Leisen, 1999; Bornhorst et al., 2010; Padin, 2012
Marketing (promote location, attraction, retain customers)	Padin, 2012; Sautter and Leisen, 1999; Reed, 1997
Social (improve the quality of life for the community)	Padin, 2012; Sautter and Leisen, 1999
Education (participate and learn from the environment)	Waligo et al., 2012
Authenticity (conservation and preservation accuracy)	Pons et al., 2011; Halewood and Hannam, 2001; Elsorady, 2012; Ripp et al., 2011; Padin, 2012

Table 2.3: The Priorities of Stakeholders based on the Literature Review

In reference to Table 2.3 above, according to heritage tourism related literature, several themes emerged with regards to stakeholder intentions. Most stakeholders were found to either have economic priorities to generate income and distribute funds (Reed, 1997; Lee, 2013; Padin, 2012), service quality priorities to improve facilities such as hotels and venues (Grönroos, 2001; Sautter and Leisen, 1999; Bornhorst et al., 2010; Padin, 2012) marketing related priorities to attract customers (Padin, 2012; Sautter and Leisen, 1999; Reed, 1997), social priorities to improve the quality of life for residents (Padin, 2012; Sautter and Leisen, 1999) or educational priorities to allow tourists to learn from destinations (Waligo et al., 2012). Other stakeholders hold a view of authenticity by which conservation and preservation accuracy is the priority (Pons et al., 2011; Halewood and Hannam, 2001; Elsorady, 2012; Ripp et al., 2011; Padin, 2012). Depending on the location from which the studies took place, different stakeholders held different intentions. For example, in one study, the local residents' priorities were aimed towards land use and economics such as jobs (Reed, 1997), but in another study their focus was on a quality of life and having a greater sense of community (Sautter and Leisen, 1999).

Understanding the different stakeholder priorities is important because it highlights that there are a number of perspectives for policy-making. These different approaches to planning suggest different definitions, values and orientations to problems (Hall, 2008). This leads to various interpretations of planning and distinct methodologies.

2.2.7.1 Priorities and Engagement

Research has found that stakeholders within the same power levels often have similar priorities (Parent and Deephouse, 2007). Moreover, these different stakeholder groups are often dependent on one another (Ibid, 2007). Because of this, it is considered counter-productive to ignore the different priorities the groups have (Karlsen et al., 2008). Higher levels of authority should minimise the gaps between the different priorities (Preble, 2005). In doing so, they should respond to the different priorities at all stakeholder levels (Ibid, 2005).

Heritage site managers need to create a balance between the different priorities of the stakeholders. In order for them to make this balance, they need to first identify the stakeholder priorities. Secondly, they need to help stakeholders to negotiate, compromise and agree on the priorities between the different stakeholders. According to Kumar and Subramanian,(1998) and Preble (2005), one method to respond to the different priorities and minimise the gaps between them would be to request performance goals from the different stakeholder groups. This way, different stakeholder groups can have one target they find important. The opposing stakeholder group with the different priority would then also include this target in their goals. In other words, parts of all stakeholder priorities are included in the entire planning process and a compromise is made. This would mean managing the demands between stakeholder groups (Wolfe and Putler, 2002). Research shows that if stakeholder performance goals are met, stakeholders are more satisfied (Wolfe and Putler, 2002). Satisfaction leads to greater productivity and priority alignment. Another recommendation with different stakeholder priorities involves the use of a mediator to negotiate

between two parties or stakeholder groups (Preble, 2005). It is best if the mediator is a third-party member who also works with the stakeholders. Mediators would also allow for the stakeholder groups to have their concerns and priorities be voiced. Lastly, it was advocated that stakeholder concerns be part of the mission statement of the organisation (Karlsen et al., 2008). This would suggest a more proactive way of conducting business. It would demonstrate that stakeholder priorities and concerns matter and that these were part of the company's mission.

2.2.7.2 Transparency with Priorities

Transparency with priorities is the key to mutually beneficial relationships between stakeholders and is linked to accountability and commitment (Jahansoozi, 2006). A lack of transparency often signals dishonesty (Collins et al., 2009). Several factors are linked to trust. These involve transparency, competence, communication and the ability to problem-solve (Karlsen et al., 2008). To have more trust and transparency, Tullberg (2013) suggested that stakeholders have round table discussions to identify understandings, intentions, and any problems or issues. If a round table were literally used, then there would be no seating arrangements implying more power to certain members in the discussion (Ibid, 2013). When an understanding is made and strategies are aligned to achieve the same goals, three different forms of capital can emerge (d'Angella and Go, 2009). These include social capital (an inclination to share ideas and knowledge), intellectual capital (reciprocal knowledge), and political capital (official contracts, arrangements and agreements). Through collaboration, research indicates that money and time are saved (d'Angella and Go, 2009; Evans, 2000). Likewise, more appropriate actions are initiated, policies are better aligned and richer contributions are made (d'Angella and Go, 2009; Evans, 2000).

2.2.8 Part Two Summary

In summary, the foundation of business strategy is to identify all the stakeholders involved (Sheehan and Ritchie, 2005). It is important to identify those who have an influence on plans or who are a part of the operational infrastructure. With regards to heritage management, little research specifies who are directly involved in managing sites. After identifying stakeholders, it is recommended to determine the levels of power stakeholder groups may have (Waligo et al., 2012; Mitchell et al., 1997). In the case of heritage management, coordination, policy regulation and legislation structures can be better understood if ranks of power between members are sorted. If there is a system of hierarchical governance, the levels of coordination and structure should be acknowledged (Hall, 2011a; Bramwell and Lane, 2011). It is important to assess the different priorities of stakeholders. Through an observance of different stakeholder intentions, individual meanings, ideals, objectives, and approaches towards problems can be understood (Hall, 2008). Lastly, communicating with the community and providing transparency with policy planning was recommended (Jahansoozi, 2006; Collins et al., 2009; Tullberg, 2013; Karlsen et al., 2008; d'Angella and Go, 2009).

2.3 Part Three: Strategic Planning for the Heritage Sector

This part of the literature review explores the outer circle within the main conceptual framework in Figure 2.1. The main concepts explored within this part of the literature review involve an assessment, creation, and implementation of plans for strategic heritage development.

2.3.1 Strategic Planning

Planning is the process of systematising information in order to meet objectives (Inskeep, 1991). Plans can be either prescriptive or descriptive (Hall, 2008). A prescriptive plan guides managers to an idyllic situation where a descriptive plan illustrates how a plan will transpire (Ibid, 2008). In order to attain sustainability and success, a strategic planning process needs to be constructed (Connell et al., 2009) in order for managers to make strategic decisions (Villalobos Quezada, 2005).

Literature suggests strategic planning involves steps or phases for organisations to follow: assessment, creation and the implementation of objectives (Moussetis, 2011; Hassan, 2010; Mintzberg et al., 1998; Mintzberg, 1994; Grattan, 2004; Dess et al., 2008; Thompson et al., 2012; Johnson et al., 2005). It is suggested that strategic planning is a process and should not involve a straight, one-dimensional sequence (Dess et al., 2008; Johnson et al., 2005). This is because the elements of the plan are interwoven and constantly influencing one another. It is proposed that the three phases of assessment, creation and implementation be seen as very closely linked with no orderly path or sequence. This concept might be agreeable to Mintzberg (1994) who suggested that plans synthesise all knowledge.

Organisations need to consider emergent and intended plans in order to reach goals and ensure a sustainable business future (Mintzberg, 1994; Bozkurt and Kalkan, 2013). Those involved in the progression of planning should be

constantly aware and prepared to react to unexpected hazards and opportunities (Bodwell and Chermack, 2010; Ansoff and McDonnell, 1990; Drejer, 2004).

It is proposed that strategic planning be viewed differently between public and private sector businesses (Kriemadis and Theakou, 2007). Due to tight regulations, public sector planners have less freedom with planning. Managers of privately owned organisations have more independence and drive plans more towards profit (Cohen, 2006). In the public sector, strategic planning often considers a political agenda and can be influenced by the results of votes (Cohen, 2006). Whether plans are made for private or public sectors, small or large scale, they need to consider the rivals in order to gain a competitive advantage (Porter, 1979, 1987, 1985). Additionally, it is important that plans be transparent and ascertain accountability to achieve aims (Penny Wan, 2013).

2.4 Strategic Tourism Planning

Strategic tourism planning differs from general strategic planning because it is more explicit in terms of its emphasis on zoning, transportation networks, the cultural landscape and heritage (Ladeiras et al., 2010). Moreover, tourism planning is more specific to a location, the services, facilities that attract tourists (Gunn, 2004) and the impacts on the sites and residents (Ladeiras et al., 2010). Quite often, the public sector is involved in tourism planning and heritage management (Perić and Dragičević, 2006). With this, strategic planning for tourism destinations or specific heritage sites ought to be differentiated from a general concept of strategic planning in order to include a more comprehensive overview of the uniqueness of the project.

Tourism planning incorporates the concepts of sustainability and safeguarding resources attracting tourists (Connell et al., 2009; Liu, Tzeng, and Lee, 2012; Lozano-Oyola, Blancas, González, and Caballero, 2012; Wray, 2011). Tourism planning alone will not lead to sustainability. This is because strategic tourism planning could be further broken down to incorporate the idea of regional tourism

planning (Tosun and Jenkins, 1996). The local authority, private sectors and sources of funding need to be considered (Cohen, 2006). This also includes the idea that each specific destination has a different social economy to consider (Salet and Woltjer, 2009; Xu, 2008). Within regions, cities may also compete against one another for national support (Xu, 2008). This supports Tosun and Jenkins (1996) suggestion that tourism planning should be narrowed down to regional strategic tourism planning. Kirovska (2011) expands on this notion and emphasised that different stakeholders in a tourism destination may have varying interests in how they invest in tourism development.

2.4.1 Different Plans in Different Destinations

The concept of tourism planning is complex due to the different goals managers may have for the regions (Ruhanen, 2010; Kirovska, 2011) and because of the different approaches tourism managers have in planning (Inskeep, 1991). Additionally, tourism planning perspectives often change because of politics, economics, physical and social resources (Ruhanen, 2010; Simpson, 2001b). These perspectives have been categorised into typologies inclusive of boosterism, economic, zoning, community and sustainable tourism.

Typology	When Managers Adjusted Planning Strategy	What the Concept Implies	Who Coined the Topic
Boosterism	1850's	Improve the image of a destination to attract tourists	Getz (1987)
Economic	1890's	Managing and assessing the economy due to tourism growth is important	Getz (1987)
Zoning	1890's	A greater awareness of the physical or spatial zoning of the natural environment	Getz (1987)
Community	1970's	Involve the community as stakeholders	Getz (1987)
Sustainability	2000's	Was considered in the 1890's with the advent of national parks. In the 2000's the concept became focused on climate change, human welfare and heritage conservation	Hall (2008)

Table 2.4: The Typologies for Tourism Planning Found through the Literature Review

Tourism typologies were initially observed by Getz (1987). Several tourism planning authors have taken note of Getz's (1987) interpretations as to how tourism planning has evolved and transformed into typologies (Hall, 2008; Penny Wan, 2013; Ruhanen, 2004, 2010; Simpson, 2001a). Table 2.4 summarises the different typologies. Further details about the typologies can be found in Appendix 2.

Understanding the different approaches of tourism planning is important because it highlights that there are a number of perspectives with policy-making. These different approaches to planning suggest different definitions, different values and diverse orientations to problems (Hall, 2008). This leads to various interpretations of planning and distinct methodologies. This may suggest why the study of tourism planning is very complicated (Inskeep, 1991; Edgell St. and Swanson, 2013; Dredge and Jenkins, 2007).

Strategic tourism planning differs in various locations based on the philosophy, political situation, and social structure of that place (Simpson, 2001b). This implies that there cannot be one formulated plan based on one generic model (Getz, 1987). In other words, the plan should be tailored to the location (Hall, 2008). Additionally, there is not one form of governance that fits every location (Penny Wan, 2013). With so many different types of plans, forms of authority and control, tourism plans are often more of a reactive practice (Forster and Kayan, 2009; Simpson, 2001b; Ruhanen, 2010; Mason, 2008; Cooper et al., 2008).

Strategic tourism planning is a sub-type of strategic planning. Tourism planning is specific due to the nature of the tourism industry. Strategic tourism planning literature is predominately used in this report because heritage assets attract a great number of tourists (Bakri et al., 2012; Garrod and Fyall, 2000). Additionally, tourism and heritage literature share a common theme; sustainability (Garrod and Fyall, 2000).

2.5 Planning for Heritage Sites

It can be debated whether strategic plans made specifically for heritage sustainability are well established in research (Garrod and Fyall, 2000). Immovable built heritage is deteriorating due to a lack of preservation and restoration planning (Dutta et al., 2007). Furthermore, preservation and restoration is often a slow process because some locations lack clarity with management and heritage assessments (Putra and Hitchcock, 2005). In a single destination, some planners aim to preserve and conserve heritage, while others want to develop the sites in order to gain greater scales of economy (Leask and Rihova, 2010; Garrod and Fyall, 2000; Aas et al., 2005).

Textbooks specifically for tourism planning are thorough illustrating a number of planning examples, planning concepts, frameworks, and methods for planning analysis (Kastarlak and Barber, 2012; Inskeep, 1991; Tribe, 2010; Dredge and Jenkins, 2007; Hall, 2008; Edgell St. and Swanson, 2013; Enz, 2010). These books also consider stakeholders and their importance and roles in planning. Tourism textbooks may mention heritage attractions (Hall, 2008; Kastarlak and Barber, 2012). Nevertheless, to gain a deeper insight on planning for heritage, academic journals need to be examined. The following table illustrates the authors who investigated the heritage related topics:

Heritage Planning Studies Focus	Authors Who Investigated the Topics	Locations Where the Studies Took Place
Challenges in Planning	(Bakri et al., 2012; Darlow et al., 2012; Garrod and Fyall, 2000; Gunn, 2004; Kausar and Nishikawa, 2010; Mayaka and Prasad, 2012; Poria and Ashworth, 2009; Salet and Woltjer, 2009; Stankova, 2010; Ribeiro and Videira, 2008; Ripp et al., 2011; Ruhanen, 2010; Tosun and Timothy, 2001; Tribe, 2006; Zlateva and Zlateva, 2004; Dredge, 1999; Anastassova, 2007; Hitchcock, 2002; Putra and Hitchcock, 2005)	UK Indonesia (Bali and Java) Kenya Netherlands Bulgaria Portugal (Lisbon) Meta-Analysis
Valuation and Costs	(Báez and Herrero, 2012; Báez-Montenegro et al., 2012; Choi et al., 2010; Rink, 2014; Greffe, 2004; Held, 2014; McClelland et al., 2013; Smith, 2005; Sparks et al., 2016; Tuan and Navrud, 2007, 2008)	Chile Australia (Queensland) Germany (Regensburg) Caribbean Vietnam Meta-Analysis
Policy Learning and Change	(Bennett and Howlett, 1992; Di Domenico and Di Domenico, 2007; Hall, 2011b; May, 1992; Mortara et al., 2013; Schianetz et al., 2007; Fiorino, 2001)	Scotland USA Meta-Analysis
Implementation	(Dimitrova and Steunenbergh, 2011; Krutwaysho and Bramwell, 2010; Lai et al., 2006; Liu et al., 2012; Saetren, 2005)	Bulgaria Thailand China Taiwan Meta-Analysis
Maintenance and Safeguarding Sites	(Dann and Cantell, 2005; Feilden, 2003; Forster and Kayan, 2009; Horner et al., 1997; Idrus et al., 2010; Mohd-Isa et al., 2011; Moropoulou et al., 2013; Nasser, 2003; Steinberg, 1996; Techera, 2011)	UK Malaysia Meta-Analysis Fiji
Decision-making and political influences on decision making for heritage	(Causevic and Lynch, 2013; Kioussi et al., 2013; Teller and Bond, 2002; Thabrew et al., 2009; Putra and Hitchcock, 2005)	Bosnia and Herzegovina Europe Indonesia Meta-Analysis 190 countries in a UN project
Preservation training	(Matthews and Thebridge, 2001; The National Heritage Training Group, 2008)	UK
Critique of heritage plans	(Elsorady, 2012; Ruhanen, 2004; Sharifzadegan et al., 2011)	Egypt Australia Iran
Monitoring heritage plans and evaluating heritage sites	(Connell et al., 2009; del Barrio et al., 2012)	New Zealand <i>Various cultural festival in different locations</i>
Impacts on heritage	(Borg and Gotti, 1995; Jimura, 2011)	Different EU cities Japan
Forecasting and scenario planning	(Athiyaman and Robertson, 1992)	Hong Kong
Facilities management	(Bozany, 2007; Lai and Ho, 2003)	Meta-Analysis Unused military sites in Hong Kong

Table 2.5: Journal Topics Regarding Heritage Planning from the Literature Review

As illustrated in Table 2.5, journal articles do not provide any holistic or comprehensive planning frameworks for managers. Instead, journals commonly review challenges in planning for heritage and other topics such as valuation and costs related to heritage, policy learning and change, implementation of plans, and maintenance for safeguarding sites.

Table 2.5 also demonstrates how most journal articles focus on a specific location. When specific locations are not used, the research conducted included meta-analyses. The topics that included more meta-analysis studies were *policy learning* and *challenges in planning*. This may be because the challenges and the lessons learned in planning for heritage research can be better identified if analysed across several studies rather than in a singular specific location.

The following section of this report examines the three phases, assessment, creation and implementation. Headings will reflect the phases designated as assessment, creation and implementation. The phases include additional steps grounded on previous research.

2.6 Phase 1: Assessment

An initial assessment allows management to determine what they can and cannot do in early stages of planning (Brand and Gaffikin, 2007). An example that illustrated the importance of an overall assessment took place on March 2012 in Northamptonshire. According to Morag (2013), the plans for heritage during the implementation stage were opposed because of negligence in the initial assessment phase. The inspector assessing the site did not adhere to legislation regarding zoning and policy on impact assessment. Furthermore, the inspector ignored the significance of the heritage resources. From this, it was argued that assessment and proposals needed greater attention. Additionally, there needed to be more emphasis on the adherence of law (Morag, 2013).

Based on a critical overview of literature, assessment can be a phase on its own in policy planning. This phase involves three steps:

1. prepare time frames;
2. determine the vision; and
3. assess the strategic capabilities and external environment.

The following sections break these steps down to provide a more holistic and prescriptive approach to systematically assess policy for heritage sites.

2.6.1 Prepare Time frames

Time frames are important in strategic planning (Hall, 2008; Mintzberg et al., 1998; Steiner, 1979). Yet, tourism and heritage planning journals that specify time frames in planning are scarce. It could be argued that researchers and managers omit a basic feature in planning if they overlook the importance of time frames. Several studies do, however, maintain that heritage management is time consuming (Dutta et al., 2007; Darlow et al., 2012; Thabrew et al., 2009; Green and Hunton-Clarke, 2003; Schianetz et al., 2007; Olsson, 2008; Sharifzadegan et al., 2011; The National Heritage Training Group, 2008; Poria and Ashworth, 2009; Jimura, 2011).

Sridharan et al. (2007) mentions time frames for assessing planning for sustainability. Meanwhile, another source by Jeffery (2009) states that time frames are one of the basic characteristics in establishing an engagement process for strategy. More explicitly, UNESCO uses time frames for phasing, action-planning, budgeting, and following-up (UNESCO, 2006). It is recommended that time frames be set in each phase of planning to know when a strategy should be assessed, created and implemented (Mintzberg et al., 1998; Steiner, 1979).

It cannot be overlooked that planning is future oriented (Hall, 2008). This suggests that if a schedule is calculated, managers and stakeholders would be

able to measure their progress towards objectives (Sridharan et al., 2007). Planning for policy beyond the predictable future leads to failure (Krutwayscho and Bramwell, 2010).

Hrebiniak (2006) suggested that long time frames make it challenging for managers to control the execution process and deal with emergent situations. Planning needs to be broken down into short-term objectives in order for policy to be systematically created for implementation (Hall, 2008). These short-term objectives should then be clearly linked to the vision that was created for the policy (Noble, 1999).

2.6.2 Determine a Vision

From the perspective of strategic planning, a vision reflecting the long-term objectives needs to be determined (Raynor, 1998; Thompson et al., 2012; Hall, 2008; Inskeep, 1991). The vision needs to demonstrate the strategic path through which the organisation aims to take (Thompson et al., 2012; Raynor, 1998). Additionally, the vision should be explicit yet succinct and focused (Dess et al., 2008; Thompson et al., 2012; Thompson and Martin, 2010; Raynor, 1998). A thorough review of documentation could lead to a more comprehensive vision that reflects the policies in place for the heritage sites (Parent and Deephouse, 2007). This way, the vision could consider the financial projections (Parent and Deephouse, 2007), the commitment, (Thompson and Martin, 2010) and the overall typology of planning (Getz, 1986).

Determining and communicating the site vision and creates more motivation because it allows for an understanding of what might be involved (Raynor, 1998; Thompson et al., 2012; Thompson and Martin, 2010). This in turn grants more merit to the site. Nonetheless, It is important to consider that while developing the vision, emergent findings may cause frustration (Kriemadis and Theakou, 2007).

Especially in the public sector, changes will seem more eminent and will have to be dealt with creatively and patiently (Kriemadis and Theakou, 2007).

Several academic sources place an emphasis on the importance of having a vision (Kriemadis and Theakou, 2007; Jenkins, 2015; Rodriguez-Diaz and Espino-Rodriguez, 2007). Meanwhile, several more studies demonstrate that some developing countries lack a clear vision (Vecco, 2010; Wilson and Boyle, 2006; Ladeiras et al., 2010). Hitchcock et al. (2005) revealed that sometimes there are differences in the vision between the local governments and international bodies such as UNESCO. With that, visions need to be carefully considered prior to being set. Simpson (2001a) set out some guidelines for creating a vision. Firstly, the vision should be sensitive to the heritage environment. Secondly, the quality of the facilities needs to be considered. Thirdly, the destination attributes need to be kept in mind. Fourthly, there needs to be a consideration for the political, economic, social and cultural resource constraints. Simpson's (2001a) guidelines may be interpreted as incomplete since the vision also needs to consider the overall strategy of the destination (Thompson et al., 2012; Raynor, 1998). Lastly, the vision needs to reflect the development of the changes or emergent findings that take place (Kriemadis and Theakou, 2007).

2.6.3 External and Internal Assessments

An external assessment, or micro-environmental analysis, investigates the outside forces that have a direct impact on future and current operations of an organisation (Jennings and Jones, 1999). Different heritage related studies found that sites are impacted by the carrying capacity of tourists (Cooper et al., 2008), pressure groups (Tosun and Timothy, 2001), external damages such as political unrest (Elsorady, 2012) or climate change (UNESCO, 2007). Although implicit, these could be considered within an environmental assessment. Through an initial assessment of the external environment, planners can identify threats and

opportunities, moreover the significance and value of the historical site can be amplified.

2.6.3.1 Micro-Environmental Analysis Framework

The PEST framework is commonly referenced in general strategy research. PEST stands for the political, economic, social, and technical circumstances to be assessed (Jennings and Jones, 1999). Commonly, a PEST analysis is extended to PESTEL in order to include an environmental and legislative analysis (Mayaka and Prasad, 2012). Despite the popularity of the PEST(EL) framework in strategy textbooks, researchers for tourism and heritage rarely apply the PEST. One study was found to apply the PESTEL in combination with the SWOT to assess strategic issues and challenges for tourism in Kenya (Mayaka and Prasad, 2012). Nevertheless, Mayaka and Prasad's (2012) study concluded that a more focused approach was needed because the issues were complex and non-linear.

The PESTEL framework includes an assessment of the location's legislation. Policy is linked to legislation and should be considered within the assess phase. Rather than being a solution for heritage, legislation should be viewed as a framework to work within (Pearson and Sullivan, 1995). In order for policy legislation to be carried out successfully, the entire administration (local, regional, and state structures) needs to be considered (Pearson and Sullivan, 1995). Different countries in Europe have particular legislative procedures with regards to conservation policies (Teller and Bond, 2002). Some countries have specific governance processes for policy implementation and enforcement (Ibid, 2002). It has also been found that government agencies may lack knowledge regarding conservation legislation. Accordingly, formal legislation procedures may hinder preservation practices (Niknami, 2005). Laws may differ between regions and different levels of hierarchical governance (Elsorady, 2012). Legislation has also been viewed as a threat to sustainable development (Niknami, 2005). In one study, policy legislation was a challenge due to administrative barriers, poorly

organised public administration and corruption (Angelevska-Najdeska and Rakicevik, 2012).

2.6.3.2 Internal Analysis

An internal analysis of an organisation is also often referred to as taking a resource based view (RBV) (Paiva et al., 2008; Rink, 2014; Helms and Nixon, 2010; Lambert and Cooper, 2000; Lin and Wu, 2013; Bowman and Toms, 2010; Denicolai et al., 2010; Fahy, 2002; Valentin, 2001). It is suggested that in order to have a competitive advantage, an investigation of the valuable, exceptional, and non-substitutable assets be examined (Lin and Wu, 2013). Additionally, it is beneficial to consider intangible resources such as the systems of competence. Policy makers, however, often consider the location's tangible assets as the main tourism resources (Denicolai et al., 2010). A thorough investigation of intangible systems and tangible assets could help management identify the strategic capabilities and offer possibilities for future action plans (Johnson et al., 2005). Most managers of heritage sites lack of funds, conservation officers, synchronisation with stakeholders, and knowledge (intellectual capacity) about the most suitable actions to implement (Bakri et al., 2012). This would imply that a proper internal analysis could highlight the limitations.

2.6.3.3 The SWOT

Commonly, a SWOT analysis is conducted to assess the internal factors, such as strengths and weaknesses. It also looks at the opportunities and threats, or external factors of an organisation (Helms and Nixon, 2010; Valentin, 2001; Stroud and Simoneaux, 2011; Schoonover et al., 2014). The SWOT framework has been criticised for being too simplistic. Practitioners may create simple lists in the SWOT framework without investigating the direction they should take (Valentin, 2001). Despite this criticism, one source of heritage literature conducted a detailed SWOT that was directional. Angelevska-Najdeska and Rakicevik (2012) assessed results and illustrated what needed to be done to keep up with the strengths. Another column illustrated the priorities. For the

weaknesses, an additional column demonstrated how the weaknesses could be transformed into strengths. Priorities for these were also highlighted.

Although an investigation of the SWOT is be considered less dynamic, static and too general, (Denicolai et al., 2010) if used correctly in the heritage sector, practitioners could construct enough material to produce a strategic path to follow as a result (Stroud and Simoneaux, 2011).

Through an external and internal assessment, management can assess factors that have potential to directly affect the organisation (Mayaka and Prasad, 2012). In doing so, they are better prepared to deal with forces and be proactive rather than reactive. It has been found that managers often do not apply an internal or external investigation of their business environments frameworks (Beaver, 2007). This is due largely in part of having limited time, skills, confidence, or experience with strategy (Ibid, 2007). Goals, aims and policies need to be adjusted due to constant changes taking place (Mayaka and Prasad, 2012; Jennings and Jones, 1999). It was found that this is often done unsystematically or reactionary (Mayaka and Prasad, 2012; Jennings and Jones, 1999). Conducting a regular analysis on the external environment is challenging because change is constant and specific analytical techniques are theoretically lacking (Jennings and Jones, 1999).

Further information and frameworks for the micro and internal assessments are presented in Appendices 3 and 4.

Phase 1: Assess	1. Prepare Time frames	2. Determine the Vision	3. Complete and external and internal assessment
	<ul style="list-style-type: none"> • Determine time frames • Break down plans to ensure time frames are systematic considering each step in the planning process 	<ul style="list-style-type: none"> • The vision should demonstrate the strategic path the organisation aims to follow • The vision needs to be explicit and focused 	<ul style="list-style-type: none"> • Include a dynamic framework that also considers legislative procedures, governance, processes and other non-linear external factors. • Consider a dynamic framework for strategic capabilities that includes an assessment of resources, capacity, efficiency of policy, operations and assets

Table 2.6: Phase 1: ASSESS Steps within the Conceptual Framework for Strategic Management Planning and Stakeholder Engagement in the Development of Heritage Sites

2.7 Phase 2: Creation

The second phase in planning involves creating policies. Doing so informs *how* the vision from phase one can be met, inclusive of alternative strategies for consideration (Thompson et al., 2012). Policy creation is the foundation for effective implementation (Inskeep, 1991). The creation phase involves three steps. These include:

1. conduct site research;
2. create policies; and
3. ensure transparency.

The following section further describes each of these steps.

2.7.1 Conduct Site Research

It is recommended that research be conducted on sites in order to precisely craft policies specifically for heritage preservation (Hall, 2008; Johnson et al., 2005; Page and Connell, 2009; Timothy and Boyd, 2003). The research should examine conservation necessary for the site (Moropoulou et al., 2013; Pearson and Sullivan, 1995). The research should also specify the whereabouts, features, and distinctive elements of the site for which the plan is being created (Inskeep, 1991; Pearson and Sullivan, 1995; Bakri et al., 2012; Timothy and Boyd, 2003). Research contributes to the creation of legislation for the protection of historic

sites (Timothy and Boyd, 2003). Additionally, scientific research allows managers to classify local heritage sites based on the urgency of protection necessary (Pearson and Sullivan, 1995; Timothy and Boyd, 2003).

It is important to assess and document the condition of heritage sites (Tuan and Navrud, 2008) because restoration and preservation is critical for many heritage sites, especially on those in developing countries. In doing so, greater justification can be made with regards to costs and resources necessary for policy implementing (Ibid, 2008). Nevertheless, most sites do not have documentation that illustrates all heritage assets or the resources necessary for restoration and conservation (Held, 2014).

The maintenance of built heritage sites is critical (Anastassova, 2007; Causevic and Lynch, 2013; Comer, 2012; Council of Europe, 2009; Darlow et al., 2012; Garrod and Fyall, 2000; Hovinen, 2002; Idrus et al., 2010). Moropoulou et al., (2013) recommends that policies for heritage sites be implemented based on scientifically supported diagnostic studies, specifications, historic accounts, and previous interventions. If policies for heritage were created based on research findings, longevity of the physical structure is more probable (Idrus et al., 2010; Mohd-Isa et al., 2011; Zan and Bonini Baraldi, 2013; Timothy and Boyd, 2003; Pearson and Sullivan, 1995).

It is important to not confuse initial environmental assessments from phase one and research in phase two. If internal and external assessments were done in the previous stage, the research for the actual heritage site in phase two could be more thorough. Planning should be based on research, nevertheless, it cannot be overlooked that initial environmental assessment is a preliminary process of research (Tosun and Jenkins, 1996).

2.7.1.1 Consider Previous Documentation

As a part of the process in conducting site research, it was suggested to consider previous documentation (Inskeep, 1991). Findings need to be thoroughly examined in order to develop sites in accordance with the overall strategic policy (Kioussi et al., 2013; Goodhead and Aygen, 2007; Inskeep, 1991; Mason, 2008). Past research provides further details about legislation and previous site findings (Cooper et al., 2008). Past documentation could be a valuable source of information (Thompson and Martin, 2010) regarding preservation practices and policy. This is also in line with Cooper et al. (2008) who suggested that past data helps management better understanding the current condition of sites based on former results.

2.7.1.1.1 Barriers with Heritage Preservation Research

It is argued that research specifically for the preservation of heritage sites is often disregarded due to a lack of funding (Tosun and Timothy, 2001). Plans become a political activity and the research becomes ignored (Ibid, 2001). Through an empirical study, it was uncovered that unethical and unreliable research practices were done through government agencies (Cooper et al., 2008). This ultimately defeats the purpose of the planning and research. Through this finding, it was suggested that research be thorough and that existing data be reviewed prior to setting out on any new investigation or data collection.

Several sources demonstrate that documentation is lacking or incomplete for tourism and heritage sites in developing countries (Kioussi et al., 2013; McDonald, 2011; UNESCO, 2006; Zhu, 2012; Hitchcock et al., 2005). Few studies, however, demonstrate the specific steps or protocols for creating research documentation for heritage management. If studies emphasize the importance for research, there should be an equal emphasis on the process in order to document comprehensively. This should not overlook the different views management have regarding what the documentation should cover. These

opposing views could cause barriers for communication, interpretation, goals and organisational resistance (Noble, 1999).

2.7.1.1.2 Reliance on Non-Empirical Based Findings

Although scientific research contributes to sustainable policy creation, it is suggested that often times strategies are formulated based on past experiences and exclude data assessments and local goals (Moropoulou et al., 2013). When policies are created and justified solely on past accounts, conservation is arbitrary and physical damage often occurs more rapidly (Ibid, 2013). Another common method for crafting strategies without previous research involves a reliance of international charters such as the Burra, Venice, Amsterdam and Florence charters (Mohd-Isa et al., 2011). The international charters imply sustainability, protection, maintenance and intervention (Ibid, 2011). Although it was reasoned necessary for individual locations to plan and craft their own strategies based on specific circumstances (Pearson and Sullivan, 1995; Hall, 2008; Johnson et al., 2005; Page and Connell, 2009; Timothy and Boyd, 2003; Moropoulou et al., 2013; Idrus et al., 2010; Zan and Bonini Baraldi, 2013), it can be seen as a positive when there is attempt to use international charters as a basis for strategic policies. This implies recognition for the longevity of heritage as a resource, and strategies are being considered in order to ensure sustainability.

Studies have indicated that sometimes research is not conducted because outsourced institutions are employed to create policies (Simpson, 2001b; Tosun and Timothy, 2001; Penny Wan, 2013). Outsourced consultancy agencies often use methods that are not tailored to the region in order to craft strategies. Furthermore, the consultancies enhance their reputations at the expense of the region (Simpson, 2001a; Tosun and Jenkins, 1996). Penny Wan (2013) found that private institutions often influence the plans regarding the rules, processes, strategies and arrangements. This implies that private institutions are boosting

their own marketing strategies rather than guiding locations to best create their own heritage policies.

2.7.1.1.3 Research Frequency Question

It was previously established that planning be a continual process (Mintzberg, 1994; Bodwell and Chermack, 2010; Ansoff and McDonnell, 1990; Drejer, 2004). Accordingly, questions may arise as to how often research should be done in specific locations and how frequently changes should be administered. With technological advances, electronic logs could be maintained incorporating changes not only in the sites, but also in the society (Moropoulou et al., 2013) . This would be agreeable with Cooper et al.'s (2008) suggestion to review prior data in order to better understand a more current premises. Nevertheless, research takes on many forms and analysis is not an easy task by any means. This presents a dilemma for tourism planners, especially for those in developing countries where money and resources are limited. It is suggested that research and analysis be a critical element in part of the planning stages. Nevertheless, it was found that research is often limited or ignored (Mohd-Isa et al., 2011; Moropoulou et al., 2013; Tosun and Timothy, 2001; Penny Wan, 2013). One question to consider, especially with regards to developing countries is, once research is conducted, how is the validity and reliability of the results evaluated? Research is necessary to improve and to know the current standings; nonetheless, the subject of research brings about a number of implications.

2.7.2 Use Scenario Planning and Prioritise Actions

It is suggested to specifically create the best, worst and reasonable scenario planning to explore various responses and actions (Porter, 1985; Kriemadis and Theakou, 2007). The creation of scenarios also opens up new possibilities and can be viewed as a creative activity whereby plans are improved rather than constructed (Wack, 1985). After creating scenarios, it is suggested to prioritise actions as a location may not have the means to implement all the guidelines at once (Porter, 1985; Hall, 2008). It has been found that plans are often created

unrealistically and are not appropriately implemented due to finances, institutional cooperation, and political management (Liu et al., 2012; Yasarata et al., 2010). Therefore, prioritising policies based on scenarios eliminates less feasible policies. From this, it is proposed that scenario planning and prioritisation are fundamental and important aspects of strategic planning.

2.7.2.1 Consider Emergent Circumstances

Public policy is political and is based on the political environment, social situation, economy, frameworks and the decision-making process (Lai et al., 2006; Hall, 2008, 2011b, 2011a). In other words, strategic planning is a holistic activity engaging more than goals and formal agendas (Mason, 2008). Policy is a product of political structures, principles and formal agenda. Planning involves a deep consideration of these in order to ensure success and sustainability (Liu et al., 2012; Lai et al., 2006; Mason, 2008; Hall, 2011b). Accordingly, while creating policy, plans need to address intended and emergent circumstances. Intended plans involve the actions an organisation intends to take in order to achieve a goal (Bodwell and Chermack, 2010). Emergent plans are situations that occur and are not explicitly predicted (Ibid, 2010). It is considered critical for management to be able to respond to an evolving reality in order to be sustainable (Mintzberg and Waters, 1985). Emergent plans are more complicated because they are unintended. Management often need to make changes or adjustments to policy or plans because of the unintended events that take place. In other words, management needs to be flexible, reactive, and willing to learn (Mintzberg and Waters, 1985).

2.7.3 Ensure Transparency

Is also important to ensure transparency with the policy about to be implemented. Research suggests that transparency is critical, especially if trust was broken (Jahansoozi, 2006). Building and rebuilding trust can ensure commitment and is an important condition for further processes to take place (Ibid, 2006). If components of the strategic planning process were unclear to the public prior,

trust can be re-established if transparency is reiterated at the early stages of implementation (Tallberg, 2002).

The community needs to be explicitly informed of changes about to happen in their region (Yang et al., 2010). It cannot be assumed that community was already involved in the entire process even if they were seen as viable stakeholders (Kastarlak and Barber, 2012). It is suggested that in the early stages, those affected by policy should learn about any changes via formal channels such as media, electronic messages, memos, or announcements (Noble, 1999). In a more recent study, it was recommended to be transparent with the local community about the policy changes inclusive of the benefits, costs, and purposes for the changes (Yasarata et al., 2010). Another study recommended that developers create a website communicating strategy to the locals (Wray, 2011). The planning website would be a platform dedicated to provide all information, processes, and planning in a transparent way inclusive of a forum for groups to express concerns or contribute to the cause. If a website and forum are used, it was recommended to consider that some may dominate the forum while others may not be tech savvy (Wray, 2011). Another study recognized that communicating implementation plans is not a favourable activity by policy makers because it involves additional resources, plans, time and organisation (Peng and Litteljohn, 2001). Nevertheless, effective communication of policy changes leads to the supposition of better execution of plans and performance of those responsible for enforcing policy (Rapert et al., 2002).

Phase 2: CREATE	1. Conduct Site Research	2. Create Scenarios and Prioritise Actions	3. Ensure Transparency
	<ul style="list-style-type: none"> • Use previous documentation • Ensure research is site specific • Ensure scientific rigor • Limit reliance on past accounts and charters • If research policy is outsourced, ensure rigor 	<ul style="list-style-type: none"> • Examine research findings • Generate scenarios • Prioritise policies • Include emergent and intended plans 	<ul style="list-style-type: none"> • Use formal channels to communicate • Include information about benefits, costs and purposes • Provide a platform for residents to have a voice

Table 2.7: Phase 2: CREATE Steps within the Conceptual Framework for Strategic Management Planning and Stakeholder Engagement in the Development of Heritage Sites

2.8 Phase 3: Implementation

Phase three involves the process of implementing plans. Implementation puts policy into effect (Yang et al., 2010; Pressman and Wildavsky, 1984). Policy implementation is operations-oriented and is often considered an arduous activity that requires a lot of time and devotion (Thompson et al., 2012). Research on policy planning often overlooks implementation, nevertheless, it has been recognised that there are challenges in implementing policy (Saetren, 2005; Hall, 2008; Pressman and Wildavsky, 1984). It has been suggested that the process of implementation be transparent and comprehensive (Sinclair, 2006; Hall, 2008). Accordingly, the implementation phase in this study involves three steps. These include the following:

1. implement policy in accordance with plans
2. ensure compliance; and
3. ensure policy evaluation and learning.

The following section illustrates more detail for each of these steps.

2.8.1 Implement Policy in Accordance with Plans

The first step in the Implementation phase is to ensure that the policy is executed. If a policy is not implemented, it is still considered a plan (Chimhanzi, 2004). Planning for implementation is sometimes viewed as a bureaucratic paper

exercise (Lai et al., 2006; Gunn, 2004) and is often more symbolic in order to show compliance (Dimitrova and Steunenberg, 2011). Studies have indicated that often times, plans are either abandoned or partially implemented (Lai et al., 2006; Krutwayscho and Bramwell, 2010). It was suggested that it could be due to a difference between what was created from top managers and what was actually being practiced from an operational perspective (Krutwayscho and Bramwell, 2010). Misunderstandings often take place between those who create the plans and those who execute the policies (Lai et al., 2006). This implies that implementation requires detailed measures for plans to be executed.

Another reason why policies are not implemented correctly is because managers may not know how to implement plans (Hrebiniak, 2006; Krutwayscho and Bramwell, 2010; Lai et al., 2006). In other words, managers "have been trained to plan, but not to execute plans" (Hrebiniak, 2006: p. 12). Through this finding, Hrebiniak (2006) recommended that managers use frameworks with steps explicitly illustrating what is needed in order to implement policies. Several scholars refer to the Operational Guidelines for the Implementation of the World Heritage Convention by UNESCO, 2010 (Suntikul and Jachna, 2013; Techera, 2011; Kausar and Nishikawa, 2010; Wilson and Boyle, 2006; Ripp et al., 2011; Zan and Bonini Baraldi, 2013). Nevertheless, the guidelines put forth by UNESCO also consider the process and guidelines prior to implementation. Hrebiniak (2006) conducted a study that ranked obstacles for heritage planning implementation. It was found that without guidelines executors do the activities they think are the most important first. Accordingly, steps for implementation need to be logically ranked in the order of importance. The other steps Hrebiniak (2006) suggest relate more to the process once policy has been implemented. These consider the importance of coordination and having flexibility when managing change (Hrebiniak, 2006).

2.8.2 Ensure Compliance

There are several factors that should be deliberated while monitoring the implementation process (Cooper et al., 2008; Dess et al., 2008; Hall, 2008; Thompson et al., 2012; Thompson and Martin, 2010; Timothy and Boyd, 2003). Accordingly, responsibility should be delegated to a manager or team to monitor the implementation process (Nutt, 1987; Tallberg, 2002; Murer, 2000). Policies are implemented and enforced with greater rigor if there is a system of compliance (Tallberg, 2002).

Tourism and heritage literature focusing on compliance is scarce. Nevertheless, concepts can be transferred from other subjects because implementation is commonly found in strategy research with compliance as an aspect of the strategy. An article written for health management demonstrates that implementation compliance involves essential elements for guidance (Murer, 2000). These elements include designating a compliance officer or committee, conducting training, maintaining communication, performing internal audits, enforcing standards through well-publicised guidelines, responding promptly to offenses, and developing corrective actions (Murer, 2000). Although written for the field of health, these steps are generic and can be applied to heritage policy implementation.

The steps written by Murer (2000) echo the factors mentioned above regarding the implementation process. Tallberg (2002) suggested that one reason why compliance may not be a research topic in heritage management is because there are two different schools of competing thought regarding compliance. One notion is compliance is about enforcement and the other is about management. Another perspective of compliance suggests that soft, hard and mixed factors make up a system of compliance for policy implementation (Peng and Litteljohn, 2001).

2.8.2.1 Monitor Soft Factors

Soft factors involve the people. Through a systematic review, Yang et al. (2010) found several examples where implementation success was based not so much on the overall process, but by the characteristics of those involved in the process. These characteristics include stakeholder behaviours, education, attitude, and experience. In the public sector, managers may have been elected into positions. This could imply that politicians change their attitude and actions based on particular circumstances (Yang et al., 2010). Accordingly, monitoring soft factors involves monitoring values, power relations, response and governance. Soft factors also imply stakeholder commitment to the organisation, communication skills, and tactics (Peng and Litteljohn, 2001). Minarro-Viseras et al., (2005) suggest that compliance with implementation is based more on soft factors than it does on other factors because if there are conflicts or poor managerial practices, then the implementation process faces many barriers.

With soft factors, it has been found that often, conflicts arise between stakeholders who hold different priorities (Pendlebury et al., 2009; Harrison, 2005b) . Those with authenticity and education priorities are dedicated to the notion of heritage being protected to sustain the outstanding universal value whereas those with economic or marketing priorities are committed to monetary benefits and development. This could imply barriers in monitoring soft factors. An example of this took place in the UK as policies were implemented regarding heritage preservation inclusive of world heritage site boundaries and buffer zones. Nevertheless, tall buildings were being constructed under the direction of influential local interests. Less powerful conservationists contacted UNESCO to strengthen their plight to save the heritage. In the end, the politically powerful had the heritage sites removed from the UNESCO list (Pendlebury et al., 2009). Pendlebury et al. (2009) recommended that international bodies have more active monitoring and compliance, inclusive of intervention. Regular inspections need to be in place for compliance with maintenance and conservation for heritage

(Maintain Our Heritage, 2004). Additionally, the frequency of the inspections should be tailored to the location's circumstances (Pendlebury et al., 2009; Maintain Our Heritage, 2004).

2.8.2.2 Monitor Hard Factors

Hard factors are sometimes referred to as structural variables (Noble, 1999). These involve the different institutions, administrative systems, and controls for policies for heritage management (Slater and Olson, 2001). Within each of these different institutions there may be different dynamics, especially between hierarchies. These institutions and dynamics can have a direct impact on implementation and enforcement (Chimhanzi, 2004; Slater and Olson, 2001). Frequently governmental administration systems are the cause coordination and communication problems linked to poor implementation (Beer and Eisenstat, 2000).

2.8.2.3 Monitor Mixed Factors

Although the termed *mixed* factors, practitioners need to consider each of the individual steps that make up the entire planning process (Hrebiniak, 2006; Kim and Mauborgne, 1991). Strategy and policy planning are a part of a process and should be done in stages (Noble, 1999). Prior to taking on the task of implementing a plan, it is important to consider the differences between assessment, creation and the implementation phases. Additionally, it is suggested that attention be given to the changes taking place during the process to provide more awareness of the development (Sridharan et al., 2007).

2.8.3 Policy Evaluation

Studies suggest that policy evaluation is crucial because it improves performance, planning, stakeholder involvement, compliance and the processes that highlight intervention (Hoerner and Stephenson, 2012; Olejniczak, 2013). Policy evaluation is often ignored by practitioners and researchers (Stewart and Jarvie, 2015; Hoerner and Stephenson, 2012; Olejniczak, 2013; Hordern, 2013).

There are a number of reasons why evaluation is missing from practice and research. Firstly, authorities are sensitive to being evaluated. Secondly, authorities have a limited understanding of the process of evaluating policy (Ugyel and O'Flynn, 2016). Other reasons include having limited objectives in the initial stages of policy planning and having limited data (Ibid, 2016).

Stewart and Jarvie (2015) conducted a study and followed the process of policy implementation within several different sites. They determined that an effective method for evaluating policy was to include a systematic process or framework to evaluate the organisation, the stakeholders and the policy. This is because the organisation involves the ways the individuals work with the policy.

Few studies provide frameworks to evaluate the process of evaluation. Ugyel and Flynn (2016) conducted a study and highlighted a framework that included three stages of analysis. These stages evaluate the process, methods and the political successes. The study illustrated that political success are multi-dimensional. This involves looking at the policy process in addition to the benchmarks for success. Hordern (2013) also looked at frameworks but emphasised the importance for evaluations to be formative and summative. It was determined that policy learning is considered limited when those doing the evaluating only measure success against objectives (Hordern, 2013). Interventions, solutions and impacts from policy can also be measured (Hordern, 2013; Olejniczak, 2013).

2.8.3.1 Perform Corrective Adjustments and Document Changes

Performing corrective adjustments leads to policy learning (Bramwell and Lane, 2011). It was suggested that with policy learning, three different types of knowledge is acquired: technical, social, and political (Hall, 2011b). Technical learning involves the knowledge acquired from modifying plans to attain objectives (Bennett and Howlett, 1992). Social learning is about the changes in beliefs stakeholders have with regards to plans (Hall, 2011b; Fiorino, 2001; May, 1992). Political learning is about the lessons learned from the processes such as

prioritising proposals and creating scenarios prior to determining which plans would be implemented (May, 1992). Because errors leads to learning, less emphasis should be placed on personal accountability for performance in the process (Hrebiniak, 2006; Olejniczak, 2013; McCool, 2009).

Performing adjustments in the implementation stage allows for a more complete process by thoroughly documenting any corrective adjustments, interventions, and emergent decision-making (Kioussi et al., 2013; Timothy and Boyd, 2003). This way, future planners can modify strategic procedures according to the lessons learned from the past (Getz, 1986; Lai et al., 2006). It is recommended to use an expert committee to monitor and document all changes made in the process (Bakri et al., 2012). Due to potential political outcomes, policy makers may be afraid of admitting mistakes in implementing policy if they are at fault (Hall, 2011b). Accordingly, the error might not be appropriately documented. On the other hand, cases have been noted when top level managers delegated the implementation process to subordinates and blamed them for mistakes (Hrebiniak, 2006). Nevertheless, if all stakeholders are involved in the process and the policy is a mutual goal, it would imply less pressure on individuals if mistakes happen (Olejniczak, 2013; McCool, 2009).

Phase 3: IMPLEMENT	1. Implement Policy	2. Compliance	3. Policy Evaluation and Learning	RETURN TO PHASE 1: ASSESS.
	<ul style="list-style-type: none"> • Include detailed measures for plans to be executed • Implement policy according to the plan 	<ul style="list-style-type: none"> • Delegate a manager or team to monitor • Install a system of compliance • Monitor hard, soft or mixed factors • Monitor maintenance operations 	<ul style="list-style-type: none"> • Include a framework for evaluation • Keep communication channels open • Perform corrective adjustments • Document Changes 	

Table 2.8: Phase 3: IMPLEMENT Steps within the Conceptual Framework for Strategic Management Planning and Stakeholder Engagement in the Development of Heritage Sites

2.9 Summary

The outer-most ring of the main conceptual framework (Figure 2.1) involves three phases. These three phases incorporate an assessment, creation and the implementation of plans. Within each phase, three additional steps are included to make the overall planning process more systematic. The steps were created based on the gaps and challenges identified in heritage literature.

For the assessment phase, the main findings uncovered that in the earliest stages of planning, it is important to create time frames (Hall, 2008; Mintzberg et al., 1998; Steiner, 1979). Time frames allow managers to know when to carry out certain activities throughout the planning process (Jeffery, 2009). Moreover, time frames help stakeholders gauge their progress towards goals (Sridharan et al., 2007).

A vision should also be created early in the planning process in order to help management to have strategic path to meet the overall aim (Thompson et al., 2012; Raynor, 1998). The vision should be concise and targeted (Dess et al., 2008; Thompson et al., 2012; Thompson and Martin, 2010; Raynor, 1998). In order to create a vision, guidelines were suggested. The guidelines involved:

1. being sensitive to the environment;
2. considering the facilities;
3. considering the destination characteristics;
4. bearing in mind the PESTEL constraints;
5. deliberating the overall destination strategy; and
6. reflecting the emergent changes that take place (Simpson, 2001a; Thompson et al., 2012; Raynor, 1998; Kriemadis and Theakou, 2007).

Also within the assessment phase, it is vital to carry out external and internal assessments (Jennings and Jones, 1999; Tosun and Jenkins, 1996; Mayaka and Prasad, 2012; Pearson and Sullivan, 1995; Paiva et al., 2008; Rink, 2014; Helms and Nixon, 2010). SWOT and PEST analyses were found to be too general and lacking deep analyses (Denicolai et al., 2010; Mayaka and Prasad, 2012). Nevertheless, it is critical for management to conduct regular assessments in order to determine the factors that directly impact the heritage sites (Jennings and Jones, 1999; Beaver, 2007; Mayaka and Prasad, 2012).

Within the create phase, the main findings highlighted the importance of conducting research in order to create policy specifically for a region's heritage sites (Cooper et al., 2008; Page and Connell, 2009; Timothy and Boyd, 2003; Hall, 2008; Johnson et al., 2005; Hitchcock, 2005). Research should consider previous documentation regarding preservation practices (Kioussi et al., 2013; Cooper et al., 2008). Nonetheless, it was found that research is often overlooked in the planning process due to limited finances (Tosun and Timothy, 2001).

Scenario planning and prioritising should also take place in the create phase (Porter, 1985; Kriemadis and Theakou, 2007). Scenario planning allows stakeholders to assess the feasibility of plans prior to implementation. Prioritising allows stakeholders to reject unrealistic or inefficient plans (Porter, 1985; Hall, 2008). While creating scenarios and prioritising plans, it is crucial to consider any changes or emergent situations (Bodwell and Chermack, 2010).

The main findings for the create phase also included the importance of ensuring transparency. Local residents need to be informed of any policy changes (Yang et al., 2010). Doing so generates greater trust and commitment among the stakeholders including the community (Wray, 2011; Rapert et al., 2002; Kastarlak and Barber, 2012).

For the final phase, implementation, the main findings uncovered that plans are often abandoned or partially implemented for the heritage and tourism sectors (Lai et al., 2006; Gunn, 2004; Dimitrova and Steunenbergh, 2011; Krutwaysho and Bramwell, 2010). Accordingly, a system of compliance with guidelines is recommended (Cooper et al., 2008; Dess et al., 2008; Hall, 2008; Thompson et al., 2012; Thompson and Martin, 2010; Timothy and Boyd, 2003). A standard process for compliance ought to:

1. have a compliance officer or committee;
2. uphold communication;
3. conduct audits;
4. impose standards;
5. react to wrongdoings; and to
6. foster correct practices (Murer, 2000).

The implementation phase should also include policy evaluation in order to improve the entire process (Hoerner and Stephenson, 2012; Olejniczak, 2013). Few studies highlight policy evaluation. This may be because upper management is vulnerable if they underscore their mistakes or limitations (Ugyel and O'Flynn, 2016). Nevertheless, if interventions, corrective adjustments and barriers are documented, future policy makers can avoid repeating mistakes (Hordern, 2013; Olejniczak, 2013). In other words, corrective adjustments leads to policy learning (Bramwell and Lane, 2011). In order for this to be successful, it was recommended to ensure that personal accountability for error is avoided (Hrebiniak, 2006; Olejniczak, 2013; McCool, 2009).

As mentioned in sections 1.6 and 2.1, the main conceptual framework created for this thesis should include the involvement of stakeholders. Plans are carried out with less conflict if all stakeholders are engaged with continuous dialogue, collaboration, and participation throughout the planning process (Aas et al., 2005).

The conceptual framework is intended to be applied practically and used to audit the managing process for heritage. Strategic planning is generally done to control, allocate resources (Jennings and Disney, 2006), and to ensure that decisions are made tactically (March, 2010). Like most strategic plans, the newly created conceptual framework was crafted to allow stakeholders to identify gaps or barriers and to break goals down into smaller steps in order implement policy (Mintzberg, 1994). Plans need to be reduced to smaller individual goals to merit more control over the process (Mintzberg et al., 1998). Consequently, the conceptual framework has three zones to consider for a more comprehensive overview of heritage planning development: the heritage sites, stakeholders, and the overall strategic plan.

It is important that the framework be used in a continual process in order to develop and improve the policy (March, 2010; Jennings and Disney, 2006). It has been suggested that the more complex the environment is, the more frequently plans should be reviewed to guide action (Jennings and Disney, 2006). Planning for heritage sites is considered multifaceted because historical places include layers of evolved architecture and antiquity (Nasser, 2003). It is proposed that the framework be used to regulate change and development (Ruhanen, 2010). Additionally, it should be applied to record all instances throughout to serve as a reference for the future (Penny Wan, 2013; Kioussi et al., 2013; Getz, 1986; Lai et al., 2006; Hrebiniak, 2006; Ruhanen, 2010).

3 Chapter Three: Research Design

3.1 Introduction

This chapter reviews the research design undertaken throughout the research project. First, the research design framework used in this project is briefly discussed. The chapter then exhibits the research philosophy and the appropriateness for the philosophy within the case study. The chapter then illustrates the research approach inclusive of the methods used in formulating questions. The methodology is discussed. This involves the type of sampling used, where and how the primary research took place and ethical considerations. The chapter then explores the data collection, analysis, and the database for storing and organising the results. Following this, the methods, inclusive of internal and external validity are discussed. This implicates details regarding the pilot study and transferability.

3.2 Case Study Research Design

A research design is a strategy created in order to fulfil a research project (Trafford and Leshem, 2012; Yin, 2009; Bryman, 2012). There are several different research designs, determinant on who and what will be in the research (Mertens et al., 2011). Variants of research designs include experimental, cross-sectional, longitudinal, comparative and case study designs (Bryman and Bell, 2011; Bryman, 2012). A further exploration of research designs can be found in Appendix 5.

This study uses a case study research design. A case study entails a detailed analysis in order to gain insights into a particular phenomenon (Easton, 2010; Flyvbjerg, 2011; Yin, 2009). The term *case study* is very difficult to define (Yin, 2009; Flyvbjerg, 2011; Easton, 2010; Bryman, 2012). Nonetheless, some characteristics of case studies can be underscored. Case studies:

- are a single instance (Easton, 2010);
- investigate a situation comprehensively (Bryman, 2012; Yin, 2009; Flyvbjerg, 2011);
- are more suitable to answer questions that begin with "how" and "why" (Yin, 2009; Easton, 2010);
- allow for an opportunity to unravel complex issues (Easton, 2010; Bryman and Bell, 2011; Yin, 2009; Mertens et al., 2011); and
- rely multiple sources of data and often favour either qualitative or mixed methods (Bryman, 2012; Easton, 2010).

There are three types of case studies, namely, explanatory, descriptive and exploratory (Yin, 2009). Explanatory cases investigate and attempt to explain complex interventions, while descriptive cases describe an intervention from the setting in which the situation took place (Ibid, 2009). This particular study uses an exploratory case because the research question sets out to explore *How stakeholders of heritage attractions apply strategic management for their business planning and development* (Yin, 2009). The case study for this research investigated stakeholder strategies used in policy planning for heritage management in Plovdiv, Bulgaria.

3.3 Research Design Structure

The research design principally covers different steps that have an effect on the various decisions made throughout the research process. These steps include the research philosophy, research approaches, the methodology, and the validation methods (Trafford and Leshem, 2012).



Table 3.1: Levels of Thinking about Research, adapted from Trafford and Leshem (2012)

3.4 Research Paradigm: Critical Realism

All research is built on a paradigm since the researcher has a certain ontology (view of the world), epistemology (lens through which to view the world), and methodology (approach to gather data) (Bhaskar, 1998; Sousa, 2010). The paradigm guides the ontological, epistemological and methodological choices made throughout the research process (Gliner et al., 2009). This section justifies critical realism as the research paradigm. The section then discusses the limitations in using other approaches for this study.

Critical realism is a stance most suitable for researching how something works (Zachariadis et al., 2010). Critical realism, or CR, is an paradigm whereby the social world is broken down and the specific structures of that society are identified (Bhaskar, 1998; Bryman and Bell, 2011). CR provides practical knowledge rather than a forecast (Wikgren, 2004), which is what the research project offers. Moreover, CR provides an understanding of the procedures or

processes that make something function (Platenkamp and Botterill, 2013). CR presents the most appropriate basis from which to develop a specific method of enquiry for the study.

3.4.1 Appropriateness for CR in Case Study Research

By examining the methods used in planning for the heritage sites in Plovdiv, inferences can be made and deeper understandings of interventions can be revealed (Fisher, 2010). A critical realist will want to “look for a process or mechanism, a structure at the core of events that can be captured to provide a casual description of the forces at work” (Ibid, 2010, p. 22). The CR approach, therefore, provides the robust foundation required for actors, structures and culture as independent, but interrelated entities. A CR approach is most suitable for case study research because a case of interest is identified and the aim is to understand what causes specific events to happen (Easton, 2010). Additionally, case studies are often used to understand organisational and managerial processes (Baxter and Jack, 2008; Yin, 2009), which is the intention of this particular study.

3.4.2 Limitations of Other Approaches

Often times, researchers are criticised for not being explicit with their philosophical stance (Mir and Watson, 2001; Tribe, 2006; Oulasvirta et al., 2005). Another criticism is that researchers are not transparent in their arguments as to why they claim to have one paradigm over another (Mir and Watson, 2001). In order to overcome this limitation, the following section demonstrates the limitations of a positivist and constructionist paradigm for this study.

3.4.2.1 Positivism

Positivism is a philosophical approach that strictly uses quantitative measures to replicate data in order to verify truth (Lincoln et al., 2011; Fisher, 2010) and predict a phenomenon (Sousa, 2010). Positivists are in a quest for truth through empirical testing and reject other forms of human knowledge gained through

analysis or discussion (Sousa, 2010). With a positivist approach, initially, a hypothesis is formed and tests are conducted in controlled conditions in order to validate a cause and effect (Fisher, 2010). Hypotheses hardly exist in social sciences; therefore, a critical realist view is the alternative because it allows for an explanation, observation and interpretation of data (Platenkamp and Botterill, 2013). Rather than create a hypothesis, a critical realist will ask, "What caused the events associated with the phenomenon to occur" (Easton, 2010, p.123)?

There are several limitations in having a positivist approach for this study. Firstly, this research does not intend to establish permanent truths about the planning strategies used for managing heritage. Knowledge about tourism and the heritage sector is too complex to only be explored by the use of quantitative data (Tribe, 2006). This study seeks a clear understanding of the processes used for policy planning. This would not be achievable with a purely positivist paradigm. With positivism, concepts do not evolve or change (Davies, 2003). Accordingly, a positivist view would overlook the stakeholders' ability to achieve greater sustainability through a proactive development of planning strategies (Hughes, 1995).

3.4.2.2 Constructionism

Through constructionism, knowledge becomes constructed through social processes (Alvesson and Sköldbberg, 2010; Burr, 2006). Opposite in paradigm to positivism, for constructionists, truth does not exist (Burr, 2006). Through a constructionist approach, language and conversation are the most important means for constructing reality (Berger and Luckmann, 1966; Burr, 2006). This includes what is implied in the conversation and what is not said (Alvesson and Sköldbberg, 2010). Constructionists also consider gender, attitude, and motivation since these make up the reasons why people act in certain ways (Burr, 2006; Saunders et al., 2009).

There are several limitations in having a constructionism approach for this study. This study focuses more on formal process and progression of strategic planning for the heritage sector. The study does not seek an understanding of the subjective reality of stakeholders in order to make sense of their intentions with strategy (Saunders et al., 2009). As per the focus on language, the interviews that took place in this study were all conducted in a second language with the exception of one that was done with a translator. The language was not the primary focus of attention. The language was considered in order to avoid limitations. Contradictory to constructionism, the perspective from which this study took place was that the process, the different stakeholders, and the state of affairs in Plovdiv are real with effects (Alvesson and Sköldberg, 2010). This study seeks reality by critically applying theory. The layers and depth can bring progress and reality (Mir and Watson, 2001; Saunders et al., 2009; Alvesson and Sköldberg, 2010). The following table illustrates the differences between positivism, constructionism and CR.

	Positivism	Constructionism	Critical Realism	How this study fits a CR paradigm
Definition	Uses quantitative measures to replicate data to verify truth (Lincoln et al., 2011; Fisher, 2010).	Seeks how reality is socially constructed (Alvesson and Skoldberg, 2010). Knowledge is constructed through social processes (Burr, 2006).	The social world is broken down and the specific structures of that society are identified (Bhaskar, Bryman and Bell 2011).	Seeks an understanding of the current planning and development for heritage in a developing EU country.
Perception of reality	Truth is verified (Sousa, 2010).	The researcher constructs the reality (Mir and Watson, 2001).	The process of research seeks reality by expanding the understanding and applying theories critically (Alvesson and Skoldberg, 2010).	Does not intend to establish permanent truths about planning strategies for heritage.
		Captures the "nature of the casual mechanisms" (Alvesson and Skoldberg, 2010).	Researchers dig for the depth of reality (Alvesson and Skoldberg, 2010).	Strategy research can be questioned and critiqued and we can hope for progress (Mir and Watson, 2001).
		There is no truth (Burr, 2006).		The framework, the process, the different stakeholders, the practice and state of affairs in Plovdiv are real. This affects the heritage and it affects others.
Relationships between concepts	Data is replicated because results do not change (Davies, 2003).	Within the organisation, the social actors taking place between people need to be understood (Saunders).	Looks at the structure verses the human action (Fisher, 2010).	This study investigates how stakeholders engage with the process. This is mapped against a conceptual framework to provide recommendations.
			Offers a frame of reference and is prescriptive (Easton, 2010).	The framework is meant to be prescriptive.
Other Factors	Predicts a phenomenon (Sousa, 2010).	The focus is on attitude and motivation. These aspects are the reasons why people act the way they do (Burr, 2006).	Provides practical knowledge rather than forecasts (Wikgren, 2005).	Seeks practical knowledge and the procedures used (Platenkamp and Botterill, 2013).
		Language and conversation are the most important means of constructing reality (Berger and Luckmann, 1966).		
		Considers gender when assessing data (Burr, 2006).		

Table 3.2: Positivism, Constructionism and CR Compared

3.5 Research Approach

The research was based on secondary research followed by primary research. The literature review narrowed the topic into three parts; the heritage concept and scope, stakeholder analysis and strategic planning for heritage management. The results from this study were directly related to the research question set out at the beginning of the project (Trafford and Leshem, 2012). This is particularly important for case study research since the research question offered clues as to what research methods would be used (Yin, 2009). Initially, stakeholders needed to be identified in order to receive their perspectives of the structures involved in strategic planning for heritage (Bhaskar, 1998; Wikgren, 2005). Local and national levels of stakeholders involved in planning for heritage sites in Plovdiv, Bulgaria were identified and interviewed.

Greater reliability was established through interviews with local and national level stakeholders from a CR paradigm while conducting case study research. One reason was because results could be examined closely since the stakeholders were directly involved in the process of management and planning (Yin, 2009). Secondly, data provided by the two different levels of stakeholders could be considered as rival explanations from a single case (Yin, 2009). In other words, the local level stakeholders and national level stakeholders provided different perspectives from the same case. Thirdly, from a CR approach, the two levels of stakeholders have different realities (Bhaskar, 1998; Wikgren, 2005). Reality cannot be described from a single level through a critical realist paradigm (Bhaskar, 1998).

3.5.1 The Pilot Study and Interview Question Formation

Initially, the interview questions were created with a consideration of the research questions in combination with the literature review. A pilot study was then conducted a year prior to the main study. The pilot study was instrumental in the main study interview question formation (Yin, 2009; Bryman, 2012; Bryman and Bell, 2011). A total of five questions were asked during the pilot study. Prior to

conducting the pilot study, an outline of the pilot study was submitted to Edinburgh Napier University faculty to certify that ethics were compliant with the School. The interview questions with a justification of the literature review used in the pilot study are attached in Appendix 6.

Throughout the pilot study, there were challenges with respondents' answering questions and providing clear answers. This may have been because subjects decoded the questions differently based on their interpretation of the lexicon (McDonald, 2000). It could also have been because the interviews were cross-cultural. Cross-cultural interviews involve translations. Additionally, the primary language chosen for the interviews was not the native language of the respondents (Birbili, 2000). This determined that the main study would be semi-structured to include extra questions. This would enable a reliability check against the essential questions. Although the essential question and the extra question might inquire about a situation similarly, the interpretation of the lexicon might be different (McDonald, 2000). Extra questions allow for more data to be produced and could possibly add more depth.

The pilot study interviews also underscored an additional importance for throw-away questions in the main study. A throw-away question had to be spontaneously created during the pilot study while one respondent became emotional after discussing something regarding their experiences. At that moment, a throw-away question that was less intense seemed to be appreciated by the respondent. Accordingly, intentionally placed throw-away questions were useful to steer the interview back in a more diplomatic direction (Berg, 2004).

After completing the pilot study, it was determined that the main study questions would be revised to ensure more comprehension and depth. The main study included semi-structured and focused interview questions. Three groups of focused questions were created based on the literature review findings. The

questions about stakeholder involvement, power and priorities were merged together with the strategic planning questions because the concepts are inter-related. The first group of questions was about how policies and plans were assessed. The second was about the creation of policy and planning, and the third was about the implementation of plans. The three groups of questions were then broken down into semi-structured questions in order to gain more detail and to seek clarification if needed (Bryman, 2012; Bloch, 2004; Bryman and Bell, 2011). Each group of questions included at least two questions that directly related to stakeholder engagement and priorities.

After the questions were created, they were discussed with a research practitioner in the field of stakeholder engagement and strategic tourism planning for heritage. This provided further insight about question formulation for reliable qualitative research results (Torrance, 2011). The practitioner was able to provide valuable feedback to help steer the questions to achieve meaningful insights. The table below illustrates the three groups of questions asked based on the conceptual framework stages. The questions in *italic* provided further insight regarding the stakeholder analysis. The table includes the main questions and the supporting literature references related to the questions. A sample of extra-questions can be found in Appendix 7.

Phase 1: Assess	Phase 1: Assess - References
<p>1. How is the vision (reflecting the long term goals of the heritage site) created?</p> <p>2. <i>Who are the main players involved in managing the heritage sites in Plovdiv? (***)Stakeholder-related question)</i></p> <p>3. <i>How do you balance the different aims and objectives of the different stakeholders? (***)Stakeholder-related question)</i></p> <p>4. <i>How do you plan for the different resources you need for the heritage sites? (***)Stakeholder-related question)</i></p> <p>5. To what extent does the strategy consider the threats and opportunities of the heritage sites?</p> <p>6. For the overall strategy design and development, are timeframes created, delegated and managed?</p>	<p>1. (Raynor, 1998; Timothy and Boyd, 2003)</p> <p>2. (Aas et al., 2005; Clement, 2005; d'Angella and Go, 2009; Freeman, 1984; Jamal and Getz, 1995; Michalski and Cousins, 2000; Mitchell et al., 1997; Sautter and Leisen, 1999; Sheehan and Ritchie, 2005; Tullberg, 2013)</p> <p>3. (Getz, 1987; Hall, 2008; Penny Wan, 2013; Ruhanen, 2004, 2010; Simpson, 2001a)</p> <p>4. (Dess, 2008; Johnson et al., 2005; Kriemadis and Theakou, 2007; Bakri et al., 2012)</p> <p>5. (Dess et al., 2008; Thompson and Martin, 2010; Thompson et al., 2012; (Cooper et al., 2008)</p> <p>6. Sridharan et al. (2007)</p>
Phase 2: Create	Phase 2: Create - References
<p>1. <i>How are goals and plans for heritage sites prioritised? (***)Stakeholder-related question)</i></p> <p>2. What kinds of alternative strategies or goals are being considered for the various sites?</p> <p>3. To what extent does the EU influence the creation of the planning?</p> <p>4. How does the strategy consider the financing for all the different activities and resources?</p> <p>5. Do you use any external sources to develop or create the strategy?</p> <p>6. How often are sites maintained?</p> <p>7. <i>To what extent are other stakeholders involved in this stage? (***)Stakeholder-related question)</i></p>	<p>1. Cooper et al. (2008)</p> <p>2. Thompson et al. (2012)</p> <p>3. (Andriof and Waddock, 2002; Botha, 2007; Khazaei et al., 2015; Guth and MacMillan, 1986; Haveri, 2006; Kim and So, 2004; Aas et al., 2005; Clement, 2005; d'Angella and Go, 2009; Freeman, 1984; Jamal and Getz, 1995; Sautter and Leisen, 1999; Bornhorst et al., 2010; Tullberg, 2013; Jenkins, 2015; Penny Wan, 2013)</p> <p>4. Sridharan et al. (2007)</p> <p>5. (Simpson, 2001b; Tosun and Timothy, 2001; Penny Wan, 2013; Simpson, 2001a)</p> <p>6. (Hall, 2008; Johnson et al., 2005; Page and Connell, 2009; Timothy and Boyd, 2003; Idrus et al., 2010; Mohd-Isa et al., 2011; Zan and Bonini Baraldi, 2013; Anastassova, 2007; Causevic and Lynch, 2013; Comer, 2012; Council of Europe, 2009; Darlow et al., 2012; Garrod and Fyall, 2000; Hovinen, 2002; Idrus et al., 2010; Hall, 2011; Ladeiras et al., 2010; Ruhanen, 2004, 2010; Simpson, 2001a, 2001b; Sridharan et al., 2007; Tosun and Timothy, 2001)</p> <p>7. (Andriof and Waddock, 2002; Botha, 2007; Khazaei et al., 2015; Guth and MacMillan, 1986; Haveri, 2006; Kim and So, 2004; Aas et al., 2005; Clement, 2005; d'Angella and Go, 2009; Freeman, 1984; Jamal and Getz, 1995; Sautter and Leisen, 1999; Bornhorst et al., 2010; Tullberg, 2013)</p>

Phase 3: Implement	Phase 3: Implement - References
1. <i>Who is involved in deciding how to communicate the new policies? (**Stakeholder-related question)</i>	1. (Yang et al. 2010; Cooper et al., 2008; Dess et al., 2008; Hall, 2008; Thompson et al., 2012; Thompson and Martin, 2010; Timothy and Boyd, 2003; Sridharan et al., 2007)
2. <i>Who is involved in determining how the policies will be implemented? (**Stakeholder-related question)</i>	2. (Yang et al., 2010; Sridharan et al., 2007)
3. Once policies are implemented, what is the process for monitoring the success or weaknesses of the policies?	3. (Anastassova, 2007; Causevic & Lynch, 2013; Comer, 2012; Council of Europe, 2009; Darlow et al., 2012; Garrod and Fyall, 2000; Hovinen, 2002; Idrus et al., 2010)
4. What is the process if corrective modifications need to be made on certain policies?	4. (Timothy and Boyd, 2003; Tullberg, 2013; Krutwayscho and Bramwell, 2010)
5. Are there limitations in implementing strategy or policy? What are these limitations? How are the limitations overcome?	5. (Krutwayscho and Bramwell, 2010; Saetren, 2005)
6. How do you measure the success of the performance of the organisation?	6. (Hoerner and Stephenson, 2012; Olejniczak, 2013; Stewart and Jarvie, 2015; Hordern, 2013; Ugyel and O'Flynn, 2016)

Table 3.3: Main Study Interview Questions and Supporting Literature References

3.6 Methodology

3.6.1 Purposive and Snowballing Sampling

Purposive and snowball sampling were approaches deliberately used to select experts and to recruit additional subjects who could help fulfil the research questions and objectives (Bryman and Bell, 2011; Tonkiss, 2004; Bryman, 2012). Initially, a colleague from Plovdiv recommended that the Municipality of Plovdiv be contacted to request the details of people who might be interested in participating in the pilot study. The person who answered the phone at the Municipality provided the contact details of two architects and two other salient stakeholders who were directly involved in managing the sites. The two architects were contacted via email and agreed to participate in the pilot study. It was determined that the other contacts could be more relevant to the main study. All four respondents provided by the Municipality offered contact information of twenty-six other stakeholders who could provide first-hand experience and knowledge regarding the topic. Of these twenty-six respondents, nine people agreed to be interviewed and were available for the primary study. Three other

people agreed to be interviewed, but were not available during the scheduled time. Although attempts were made to reschedule, no one responded to emails or phone calls. One other person started the interview process, but after the first few questions opted to no longer participate. This person said that they did not feel qualified enough to answer questions and they were not comfortable participating. The other fourteen potential respondents were sent several emails but never responded.

Attempts were made to find additional people to participate in the study. Visits were made to several tourism offices and heritage sites in Plovdiv and in Sofia to enhance the sample size. No one could identify members who could participate in the study. LinkedIn was then used since curricula vitae are made public online and more transparency was provided as to who was actively involved in planning for heritage. One person who was contacted through LinkedIn agreed to participate in the study.

A total of nine interviews were used in the main study. This did not include the two interviews that were conducted during the pilot study. They were excluded from the final primary research because of the changes that were made with the interview questions.

The meetings took place in Bulgaria over the course of one year. Each interview lasted approximately one hour. The primary data collection took place intermittently between August 2014 and September 2015. This was because of the availability of the respondents and the distance between the researcher and Bulgaria.

3.6.2 Translations

Translations can bring several limitations to a research project (Widenfelt et al., 2005; Birbili, 2000; Bryman and Bell, 2011; Bryman, 2012). Translators influence the informants, the communication between the researcher and informants, and

on the overall translation (Birbili, 2000). For example, translations cause complications because the words and phrases used to describe experiences or situations vary, not only between people from two different countries, but also between people from the same country who live in different regions (McDonald, 2000; Sullivan and Cottone, 2010). Accordingly, researchers need to ensure conceptual sameness between languages and be explicit how this is done (Sullivan and Cottone, 2010; Birbili, 2000). To ensure conceptual equivalency, back translations or multiple translators can be used to compare versions and collaborate results (Birbili, 2000).

For this study, it was decided to limit the number of translations in order to have fewer limitations. Seven interviews were conducted in English. One interview was done in German without the use of an external translator while another interview was conducted in Bulgarian with a translator. The German interview questions are attached in Appendix 8. Back translations were done to identify any errors. An anonymous transcription of the German interview was shown to a native German speaker to ensure conceptual equivalency.

For the interview conducted in Bulgarian, the respondent requested that the translation services be from someone employed by the state who knew the process and policy very well. The Bulgarian translator was employed by the Municipality and had worked closely for several years with the person who was interviewed. Prior to conducting the interview in Bulgarian, the translator was asked to interpret their understanding of the questions. This was done to ensure conceptual sameness with the interview questions. After the interview was conducted, a second Bulgarian translator was asked to listen to the anonymous recording and provide translations. The results between the first and second translators were compared.

3.6.3 Document Analysis

Document analysis involves evaluating printed materials in order to develop empirical knowledge and to gain a deeper meaning of data (Gidley, 2004; Bowen, 2009; Bryman, 2012). Commonly, researchers investigate scholarly data prior to assessing the documentation (Bowen, 2009). They then analyse the documentation based on previous studies (Gidley, 2004; Bowen, 2009; Bryman, 2012). The document can then be used to appraise, triangulate and synthesise data with other secondary and primary research findings (Bowen, 2009; Salminen et al., 1997; Gidley, 2004). Documentation analysis is commonly used in case study research (Yin, 2009; Bowen, 2009). Nevertheless, when assessing data from documentation, it is important to consider the point of view of the authors who wrote the document. In other words, credibility is not always absolute as "documentation is not free from error" (Bryman, 2012: p. 551).

During the interviews, there was an attempt to access policy documentation. A Municipal Policy Document for the years 2014-2020 was provided. During the time of the interviews, the documentation was open-archival (Gidley, 2004) in that it could only be attained by local authorities of the Municipality of Plovdiv. The document covered a broad spectrum of topics. These topics incorporated an analysis of the economic and social development for the city of Plovdiv, inclusive of the population health, the labour market, transportation networks and waste management. The document was more than 300 pages total. There was a section within this document for culture, inclusive of tourism and heritage. This section was ten pages in total. The relevant sections were analysed in depth and provided some evidence of the policy created for the heritage sector within the city. The sections for cultural heritage and tourism are attached in Appendix 9.

A second document was attained entitled Plovdiv Together 2019. This document was the application form Plovdiv submitted to be the Candidate City for the European Capital of Culture 2019. The application form documentation is 114

pages and concentrates on reasons why Plovdiv should be the European Capital of Culture. The Plovdiv Together 2019 document was available throughout the city at different tourism offices during the time when the primary research was being conducted. This document was summarised and added to Appendix 10.

3.6.4 Ethical Considerations

While conducting research, ethical considerations are required to ensure informed consent, a moral representation of the results, confidentiality, and accuracy (Christians, 2011; Bryman, 2012; Fisher, 2010). The ethical procedures at Edinburgh Napier University require each researcher to fill out a *Research Integrity Approval Form*. This form requests details about the research project, the methods for collecting data, the sample selection, interview questions, and other ethical considerations. The form was submitted to the School and then approved by Edinburgh Napier Research Committee. Attaining approval from the university was necessary to demonstrate that adherence of ethical practices was considered. A copy of this form is attached in Appendix 11.

After attaining approval from the university, additional steps ensured ethical practices were in place. Prior to the start of the interviews, respondents were asked to sign a consent form. Respondents signed consent forms and verbally stated agreement in participation. It was also made transparent that the interview data would be used for a research thesis. Professional etiquette determined that the data would remain confidential in order to not "harm or embarrass" the individuals (Christians, 2011). In order to ensure confidentiality, Respondents are named Respondent A through I within this thesis. With permission, the interviews were recorded using Quicktime software on a personal laptop. The data was password protected on the laptop to ensure security from any unauthorised persons. An example of the consent form is attached in Appendix 12.

The subjects were all informed as to how their contact information was attained, the purpose of the research, and what would happen with the data. The respondents were told that they could withdraw from the interviews if they felt uncomfortable at any time during the discussions. They were also informed that they could receive a copy of the results after the research was completed.

3.6.5 Data Collection

The following section covers the approaches used to organise, record, store, and assess the data. Specifically, thematic analysis is justified, along with a description of the case study database. The techniques used for transcribing and database coding follow.

3.6.5.1 Thematic Analysis

Thematic analysis was used to assess the data from the interviews and was conducted as a step-by-step and reflective process (Boyatzis, 1998; Fereday, 2006; Braun and Clarke, 2006; Bryman, 2012). Themes were identified, analysed, and recorded. Themes for the primary research were created based on the literature review (Braun and Clarke, 2006). With thematic analysis, after data is transcribed and organised, an entire data set is used to explore meaningful patterns that emerge (Boyatzis, 1998).

The analysis was reflective because a constant evaluation took place alternating between the literature review, recordings, transcripts, codes, nodes, and themes (Braun and Clarke, 2006). Nodes are coding tools that show the connections between different ideas (QSR International, 2014). All of the information was stored in an organised case study database.

3.6.5.2 The Database

Databases are recorded information sets structured to contain information for analysis (Branley, 2004; Yin, 2009). Accordingly, the database provides a means for organising and detailing the information collected from the interviews. Nvivo, computer-assisted qualitative data analysis software, was used.

In order for Nvivo to be used appropriately, a project needed to be created within the software system. Nvivo allows users to store multiple research projects, therefore the project needed to be specified, titled and created in the system. This research project was entitled DBA. After creating the project, all source materials were gathered and imported into the Nvivo DBA project folder. The source materials included the recordings of all the interviews and the policy documentation.

After uploading the recordings of the interviews in Nvivo, transcriptions were created directly from the software. The transcriptions were analogous and time stamped. Creating the transcriptions was an instrumental first step in analysing the data (Braun and Clarke, 2006). A deeper meaning and understanding took place while writing the transcriptions. After the transcriptions were first written, they were checked against the original audio recording to ensure precision (Braun and Clarke, 2006). The transcriptions were read more than once at different times over several days in order to be more immersed in the data (Ibid, 2006). A sample of one anonymous transcription is attached in Appendix 13.

3.6.5.2.1 Developing Codes

Data collection through the use of Nvivo allowed for the information to be organised through linking, coding, and grouping data extracts appropriately (Davidson and di Gregorio, 2011; Braun and Clarke, 2006). Coding involved detecting important features and converting these for analysis in order to organise data into clusters (Fereday, 2006; Boyatzis, 1998; Braun and Clarke, 2006). Davidson and di Gregorio (2011) warned that novice researchers may organise and group data according to something other than what the research questions were seeking to answer. In order to avoid this limitation, a code framework was created according to Bryman's (2012) Framework Approach to Thematic Analysis. A chart was created with respondents listed in the Y-axis and

the themes on the X-axis. This visual chart of data extracts illustrated the sources of information (Braun and Clarke, 2006). Additionally, simple terminology and bullet points replaced direct quotes. The visual allowed for themes to be more readily identified. This chart was created outside of Nvivo. A sample of the framework approach to thematic analysis created from the pilot study is included in Appendix 14. A sample from the main study was not provided in order to keep in accordance with the code of ethics. After the chart was outlined, nodes were created using Nvivo in order to match the codes with what the respondents had stated. All of the codes and nodes were then mapped against the conceptual framework created from the literature review. Microsoft Excel charts were created listing all the steps within the conceptual framework. The codes from Nvivo were then used to identify whether measures were being taken according to the conceptual framework. Each of these Excel charts is directly presented within the analysis chapter.

One limitation to using computer-assisted data analysis software is that multiple sources of data evidence may prove to be over-whelming while analysing the variety of datasets (Yin, 2009). In order to overcome this weakness, a data collection strategy was used (Ibid, 2009). For this study, a reliance on the research questions provided a strategic guide for collecting data and developing codes and nodes. This strategy allowed for attention to be focused and clearly organised (Yin, 2009). Additionally, this is a common practice for a critical realist approach (Easton, 2010).

3.7 Validation Methods

With qualitative research, there are two perspectives to evaluate the quality; validity and relevance (Mays and Pope, 2000). Nonetheless, the conventional concept of validity is not applied since qualitative research is unique (Ibid, 2000). For the validation methods, internal and external validity were used to incorporate relationships between those interviewed and their engagement with

the strategies used in Plovdiv (Bryman, 2012; Steckler and McLeroy, 2008; Lancsar and Swait, 2014).

3.7.1 Internal Validity

Internal validity is concerned with the thoroughness of the research and the causal relationships from the research methods related to the results (Bryman, 2012). As mentioned earlier, the literature review focused on reliable and valid sources and was instrumental to develop the interview questions. Additionally, the interview questions were further developed through a pilot study. The pilot study helped to check the feasibility of the questions and contributed to attain the sample relevant to the purpose of the research questions (Bryman and Bell, 2011; Tonkiss, 2004).

Another form of internal validity was the use of semi-structured interview questions. The semi-structured approach provided an opportunity to correct any misunderstandings of questions and to add extra or throw-away questions when needed (Berg, 2004; Bloch, 2004). Also, after carrying out two or three interviews, there was an opportunity to adjust questions because of the nature of the selected method.

3.7.2 External Validity and Transferability

External validation, or transferability, considers whether the sample was relevant to the study. It ensured that different perspectives of respondents were represented at different levels and that a framework was used to help code results (Mays and Pope, 2000; Steckler and McLeroy, 2008; Lancsar and Swait, 2014; Yin, 2009; Bryman, 2012; Bryman and Bell, 2011). It was important to know if the sample and setting were effective, but also if the framework would be useful in other situations (Steckler and McLeroy, 2008). For case study research, external validity is particularly complex and is often seen as a barrier (Yin, 2009). This particular study used an analytic generalisation whereby the

aim was to use the results against stakeholder theory and the main conceptual framework (Yin, 2009).

During the main study, respondents were asked if some of the data written in notes taken during the interviews was interpreted correctly. This was done verbally and in written form since all of the interviews took place in a second language. Some of the questions in the interview sought to identify stakeholders and their levels of power. After the pilot study interviews, several stakeholder groups were identified, however, the results were tangled and unclear. In order to make sense of the stakeholder groups, the notes taken about the stakeholders and their levels of power were shown to the nine main study respondents immediately after they provided their responses. These respondents were asked if the notes were correct and if any other stakeholders should be added. The enabled triangulations to take place and reassured that results were understood for that particular case. A sample of the questions asked for the stakeholder verification is attached in Appendix 15.

As for transferability, the results might not be the same in another location or at a different time. Rather, the purpose for the conceptual framework is transferable. The phases and steps in the framework are operational and meant to be used as either a guide or an audit instrument. According to Yin (2009, p.45), to assure applicability, "A good guideline for doing case studies is to conduct the research so that an auditor could in principle repeat the procedures and arrive at the same results."

The answers that the stakeholders provided would not necessarily be the same in every situation under which the study is conducted; nevertheless, the results would allow researchers, practitioners or managers to understand the processes and steps being taken or omitted while strategically planning for heritage sites. If

the case study questions ask "how" or "what" (Yin, 2009), the conceptual framework created can suggest clues and processes in place.

3.8 Summary

The research design was broken down to include four steps to outline the decisions made throughout the research process. The paradigm was critical realism in order to break down how the strategic policy planning process works in order to offer practical knowledge. For the research approach, the literature review helped to create a conceptual framework. The framework created from the literature review was the foothold for the study and produced the themes that were used for question formation and the data analysis. Purposive sampling was used in the methodology in order to address the main research question. The sample selected was able to provide details regarding their experience with policy planning for the heritage in Plovdiv. Confidentiality forms were signed and respondents all knew that the interview data would be used for a Doctorate research thesis. Thematic analysis was used. Prior to the main study, a pilot study confirmed the practicability of the study.

In order to sharpen the methodology chapter, a table was constructed to explicitly list the steps taken throughout the primary research. The decisions made were justified and the process was illustrated. Other options were considered throughout the methodology and highlighted within the table. Lastly, justifications for not using the other methodological options were listed.

What was done	Justification and Process	Other options considered	Justification to not use other options
1. Case Study	<ul style="list-style-type: none"> Detailed analysis to gain insights into a particular phenomenon (Easton, 2010; Flyvbjerg, 2011; Yin, 2009) The study explored 'how' and 'why' strategic planning was done (Yin, 2009; Easton, 2010) Unraveled complex issues (Easton, 2010; Bryman and Bell, 2011; Yin, 2009; Mertens et al., 2011) Used multiple sources of data favouring either qualitative methods (Bryman, 2012; Easton, 2010) 	<ul style="list-style-type: none"> Experimental Cross-sectional Longitudinal Comparative 	<ul style="list-style-type: none"> This study used social research without an independent variable against a manipulated variable (Bryman and Bell, 2011) This study did not investigate several groups at once measured against one variable (Seale, 2004; Bryman, 2012) A DBA project could not investigate the changes that take place in management or business over a long period of time (Bryman and Bell, 2011) This study did not investigate a social phenomenon compared to other cases or circumstances (Bhatt, 2004; Bryman, 2012; Bryman and Bell, 2011)
2. The Research Paradigm was Critical Realism	<ul style="list-style-type: none"> This study sought to understand planning and development for heritage in a developing EU country This study did not intend to establish permanent truths about planning strategies for heritage 	<ul style="list-style-type: none"> Positivism Constructionism 	<ul style="list-style-type: none"> Positivism uses quantitative measures to replicate data and verify truth (Lincoln et al., 2011; Fisher, 2010) Constructionism seeks how reality is socially constructed (Alvesson and Skoldberg, 2010)
3. A Deductive Research Approach	<ul style="list-style-type: none"> The literature review narrowed the topic into 3 parts; heritage concept and scope, stakeholder analysis and strategic planning for heritage management 	<ul style="list-style-type: none"> Inductive Approach 	<ul style="list-style-type: none"> This study did not aim observe, recognise patterns and then create theories (Watson, 2008)
4. Purposive and Snowballing Sampling	<ul style="list-style-type: none"> This study aimed to select experts and to recruit additional subjects who could help fulfil the research questions and objectives (Bryman and Bell, 2011; Tonkiss, 2004; Bryman, 2012) 	<ul style="list-style-type: none"> Random Sampling 	<ul style="list-style-type: none"> A random sample would not fulfil the research aim and objectives since other stakeholders might not know the process and policies in play for heritage preservation.
5. The Pilot Study	<ul style="list-style-type: none"> The pilot study took place 1 year prior to the main primary research 2 subjects were interviewed who were involved in heritage management, but were less salient than the main decision makers The pilot study also aimed to attain documentation, archival records and additional stakeholder contacts for the main study 	<ul style="list-style-type: none"> Using more salient stakeholders was considered 	<ul style="list-style-type: none"> The more salient stakeholders would be interviewed during the main primary research since they had more influence over strategic planning for heritage in the city
6. Semi-structured Interview Questions	<ul style="list-style-type: none"> The pilot study was instrumental in question formation (Yin, 2009; Bryman, 2012; Bryman and Bell, 2011) Extra questions were used to enable a reliability check (Birbili, 2000) Throw-away questions were used to steer interviews back into the right direction (Berg, 2004) 3 groups of focused questions were based on the concept framework 	<ul style="list-style-type: none"> Structured questions 	<ul style="list-style-type: none"> Structured questions are less flexible if more detail or clarification is needed (Bryman, 2012; Bloch, 2004; Bryman and Bell, 2011).
7. Nine Qualitative Interviews were conducted	<ul style="list-style-type: none"> Heritage management decision makers at the local and national level were selected since they were directly involved in the process (Yin, 2009) Data provided by 2 different levels of stakeholders could be considered as rival explanations from a single case (Yin, 2009) The 2 levels of stakeholders had different realities (Bhaskar, 1998; Wikgren, 2005) 	<ul style="list-style-type: none"> Attain a larger sample size 	<ul style="list-style-type: none"> 26 respondents were contacted but did not agree to participate in the study Other respondents ignored requests to be interviewed Several attempts were made to locate a larger sample by visiting sites, visiting tourism offices, and meeting tour guides, but no one agreed to participate

8. Translations	<ul style="list-style-type: none"> • The pilot study highlighted the limitations involved in using translations • Majority of the interviews were conducted in English purposefully due to the limitations caused by translations • One Bulgarian translator was used for 1 interview. This person was employed by the state and knew the policies and the topic well • A second translator listened to the recording allowing for a comparison and confirmation of results • One interview was conducted in German since German is the second language of the researcher 	<ul style="list-style-type: none"> • Limitations were considered 	<ul style="list-style-type: none"> • Challenges arose within the pilot study with regards to conceptual sameness • This is highlighted in the limitations section in Chapter 5
9. Document Analysis	<ul style="list-style-type: none"> • Municipal Policy Document for the years 2014-2020 was provided • Plovdiv Together 2019 was provided • The relevant sections were analysed in depth and provided some evidence of the policy created for the heritage sector within the city 	<ul style="list-style-type: none"> • Additional documentation was requested 	<ul style="list-style-type: none"> • Respondents stated that other forms of documentation were too confidential
10. Ethical Considerations	<ul style="list-style-type: none"> • Edinburgh Napier University Research Integrity Approval Form was completed and submitted prior to primary research • Respondents were asked to sign consent forms • Respondents were told the research was for a DBA project • Data remained confidential • No names were provided in the thesis • Interview recordings and transcripts were password protected on a computer • All translation transcripts and recordings were anonymous 	<ul style="list-style-type: none"> • The research needed to stay focused on the research question, aim and objectives 	<ul style="list-style-type: none"> • Throughout the study, sensitive information was considered
11. Thematic Analysis was used during Data Collection	<ul style="list-style-type: none"> • Themes from the interviews were based on the conceptual framework (Braun and Clarke, 2006) • Nvivo was used to write the transcriptions, time stamp, organise, code, and group extracts of data (Davidson and di Gregorio, 2011; Braun and Clarke, 2006) • The chart was created with respondents listed in the Y-axis and the themes on the X-axis. This visual chart of data extracts illustrated the sources of information (Braun and Clarke, 2006) • After the chart was outlined, nodes were created using Nvivo in order to match the codes with what the respondents had stated. All of the codes and nodes were then mapped against the conceptual framework created from the literature review 	<ul style="list-style-type: none"> • Data Reduction 	<ul style="list-style-type: none"> • Some data was not used because it strayed from the research aim and objective (Bryman, 2012)
12. Transferability	<ul style="list-style-type: none"> • The Conceptual Framework is transferable 	<ul style="list-style-type: none"> • Future Research 	<ul style="list-style-type: none"> • The conceptual framework can be tested in other Bulgarian cities or other developing EU destinations rich in heritage

Table 3.4: The Methodological Process Sharpened

4 Chapter Four: Findings and Analysis

4.1 Introduction

In following with the conceptual framework, this chapter is divided into two parts. These two parts focus on the stakeholder and strategic planning sections of the main conceptual framework from Figure 2.1.

Part one of chapter four presents the results of the stakeholder analysis. First, the results identify which stakeholders were involved in policy planning for heritage. Secondly, the levels of power for the stakeholders were described and charted. Thirdly, stakeholder priorities were mapped out against themes found from the literature review. Part one then ends with a summary prior to beginning part two for this chapter.

An attempt was made to use the Municipal Development Plan 2014-2020 in the stakeholder analysis. The document was not created explicitly for the tourism or heritage sectors. The municipal structure does not include a stakeholder analysis for the heritage sector identifying key stakeholders, their priorities or their levels of power within the planning document.

Part two comprises of document analysis from the Municipal Development Plan 2014-2020 and interview results from the different respondents who were directly involved in policy planning for heritage in Plovdiv. The results are presented in order of the conceptual framework created in the literature review. The planning process section of the conceptual framework involved three phases, assess, create, and implement. Respondents offered insight regarding each of these phases including details regarding additional steps and barriers. Part two ends with a summary of the section.

4.2 Data Analysis Part One: Stakeholders

Respondents from the primary research revealed information regarding the stakeholders and their engagement in the process of planning for the development of heritage. The findings below directly correspond with the conceptual framework created from the literature review. For the sake of consistency, results are presented in order of the Planning Process Audit Instrument for Strategic Heritage Management within the middle ring, stakeholder analysis (see Figure 2.1).

4.2.1 Identifying Stakeholders

In order to find out the involvement of the main stakeholders, questions were asked about which stakeholders were involved in creating the strategy. Respondent A said, "Maybe the mayor, but the policy for this is not very clear because there are a lot of private investors." Similarly, Respondent D stated, "I do not know what the ideas are behind the planning and application. There are many investors." Respondent G stated, with regards to knowing who the stakeholders are, "we would need to go to the Head of the Municipal. Maybe this person can say who is involved." Respondent B said, "I believe it should be a joint effort, but usually the practice (of creating a strategy for heritage) is done by some administrative body comprised of architects, urban planners, landscape architects, or historians." Respondent F stated "Architects, curators, tour guides, people working for the Municipality; everyone has ideas (a vision for strategy). These ideas are given to the head of the municipality and if the head of the municipality likes these ideas, then they are presented at a higher level of management." Respondent I stated, "All ideas are created on a state level in two steps. The first step is the National Institute of Immovable Cultural Heritage. This is the place where everything is researched and put into documentation. This is the starting point. Then you have the local government, the Municipal Institute."

With the exception of Respondent I, the respondents could not verbally specify who was involved in creating the strategy. There was a lack of knowledge

regarding other salient stakeholders involved in creating the strategies. This signifies a lack of involvement in policy planning. The different responses are in congruence with Sheehan and Ritchie (2005) who suggested stakeholders and their influence on management are often unknown. Nevertheless, throughout the interviews, names, titles and institutes of those who influence policy planning were mentioned and repeated. From this, an indication of salient stakeholders could be known.

- The Ministry of Culture (located in Sofia)
- The National Institute of Immovable Cultural Heritage
- The Mayor
- The Regional Governor
- The Municipal Council
- The Municipal
- Architects, archaeologists, building supervisors, groups that fund projects
- The EU
- Conservationists and Historians
- The Regional Archaeological Museum
- The Regional Historical Museum and the Regional Ethnographical Museum
- Curators and tour guides
- University Professors educating in the fields of Architecture, History and Archaeology
- Tourism and Heritage Management students
- Owners of heritage sites
- The Community
- Construction firms employed to complete projects

Table 4.1: Stakeholders who Influence Heritage Management Decisions Based on the Primary Research Interviews

Throughout interviews, other stakeholders were not mentioned. It could be argued that the invisible stakeholders were actively involved in some way with the different heritage sites. This involvement may incorporate interacting directly with site visitors or by directly promoting the sites to tourists. In other words, the stakeholders who were not mentioned throughout the interviews are significant to the success of the sites (Jackson, 2001; Chandrasekhar, 2012; Bornhorst et al., 2010). The stakeholders who were not mentioned throughout the interviews were likely excluded from the management process based on other important

stakeholders having a lack of engagement with policy planning. An example of the stakeholders who were not mentioned include the following:

- Visitors
- Media/PR (such as news stations or printed media)
- Shops within Plovdiv and in heritage site locations (souvenir shops)
- Accommodation employees or owners
- F&B outlets within Plovdiv and in heritage site locations
- Transportation staff/companies
- Attraction employees
- Event managers or organisers
- Activist groups

As mentioned in the methodology chapter, respondents were provided with notes regarding the title and levels of power stakeholders had. This was done to make sure other stakeholders were not missed who were involved in the process. The invisible stakeholders (mentioned above) were not included in the notes in order to not affect the answers of the respondents.

All respondents agreed with the notes with the exception of one national level respondent. This person added more stakeholders. This person added several different museums at the same level as the Municipal Council. Meanwhile, the other respondents included a museum as a part of the Municipal Group. In other words, the national level respondent was being more specific while others clustered the museums. The national level respondent also added more specific stakeholders within the national level and omitted the governor from the local level. The nationally employed respondent had a different role and a slightly different perception about the involvement specific stakeholders. This respondent's slight modification of the list could indicate the differences in the cohesion of the process between the national and local levels. The structure of the system might limit some stakeholders from having an overview of the entire process. This will be explored further below. The results of the table are shown below in Table 4.2.

4.2.2 Assess the Power or Salience of Stakeholders

The results from the primary research indicated that there are different levels of stakeholder power both nationally and locally with those directly involved in managing heritage. Respondents suggested that nationally, the primary stakeholders included the Ministry of Culture and The National Institute for Immovable Cultural Heritage (NIICH). Locally, there were indications that the primary stakeholders were the Municipality Mayor, the Regional Governor, Municipal Council, Municipal Institute, architects, archaeologists, building supervisors, and groups who funded the various projects. Respondents also suggested that the different regional museums were salient local stakeholders.

In the following section, stakeholders are described and ranked according to the proposed stakeholder power framework from the literature review. These are inclusive of stakeholders having managerial control, decisional participation, consultative participation, informative participation or non-participation. These results are shown below in Table 4.2.

4.2.2.1 Managerial Control and Decisional Participation

When stakeholders at the national level are applied to the power framework (Table 2.2), it may be perceived that the Ministry of Culture has *managerial control* while the NIICH is within *decisional participation*. Respondent A said, "Every project dealing with any monuments of culture has to go through the Ministry. They either accept or reject projects. The NIICH does not sign projects. The Ministry of Culture signs all projects. The Ministry of Culture is number one (in terms of power) and the NIICH is number two."

Respondent B said, "The NIICH is like a sub-institution of the Ministry of Culture. Their work depends entirely on the Ministry of Culture. The Ministry is the higher instance that legislates documentation regarding strategies of cultural heritage and the beneficiaries of the European funds."

Respondent G added, "The NIICH is in fact ruled by the Ministry of Culture. They prepare and pay course for the projects and the Ministry of Culture signs it. The Municipal cannot say whether a project can be approved or not. Proposals are created below and the Ministry of Culture says yes or no." Respondent I implied something similar by stating, "The Ministry of Culture can send their specialists and the NIICH can say everything is fine, you can work on the site. Then, the Ministry of Culture approves the final results." Respondent I gave an indication why managerial control takes place at the Ministry of Culture. "Every municipality has different priorities and visions for heritage. This can cause some fatal problems for the different heritage sites. Therefore, the vision as a whole for historical settlements throughout the country is decided on a state level, meaning, the Ministry of Culture. The NIICH documents objects that should be preserved and how they should be preserved. They document the regulations on the different sites and different settlements."

These findings suggested that stakeholders who have full managerial power to negotiate and make changes to proposals are at the top (Arnstein, 1969; Khazaei et al., 2015; Ruhanen, 2009; Smith, 2012). However, this does not overlook the notion that those in a lower level of perceived power could have the means to strongly influence top management. The Ministry of Culture decides if proposals are going to be implemented. There were suggestions that other institutes involved in managing heritage cannot have full control over the administrative bodies. It was indicated that the NIICH has a voice and engagement with strategies, but is not in full control. Accordingly, they may be considered as having *decisional participation* (Green and Hunton-Clarke, 2003; Smith, 2012; Stevens et al., 2010; Khazaei et al., 2015; Jackson, 2001). They might not be considered as having full managerial control and power because they consult and prepare the course for the Ministry of Culture (Garrod et al., 2012). Nevertheless, this causes disagreement between the different levels. For example, Respondent B described an instance when there was a friction

between local and state level authorities. This respondent then stated, "We wrote an official letter to the Ministry of Culture, specifically three letters, and there was no reply. Usually, if there is a reply, it is after all the deadlines or after an unreasonable amount of time. This is a struggle."

This situation can be resolved through bridging the local levels and the national levels. For example, different representatives from the local decisional level could take part in the decision-making at the national managerial level (Andriof and Waddock, 2002; Halcro, 2008; Bornhorst et al., 2010). This would allow for more engagement and transparency. Decisions need to be based on valid arguments and involvement of the effected stakeholders (Greenwood and van Buren, 2010). This would include their suggestions, ideas, and their opinions. More detailed suggestions are presented in chapter five.

4.2.2.2 Local Levels: Decisional Participation

There were indications that the Mayor and the Municipal Council are all within the *decisional participation* level of power. Respondent A suggested, "The mayor has the most power, but only on a local scale. The Municipals are feeders. Projects from the Municipal enter the NIICH. The mayor is not the person who says yes or no. The mayor is the person with ideas. With the law of cultural heritage, the mayor is obliged to organise an independent council with professionals and with consultants on big projects." Respondent I provided a similar response by stating, "The mayor is leading the municipality and the municipality are the local authorities."

Respondent C said, "The visions are created by the Municipal. The Municipal Institute is a sub-structure of the Municipal. The Municipal Council is the local parliament. After a strategy has been created, the Municipal Council approves it. The councillors above have the right to read every assessment, opinion and take part in monitoring the strategies. As a matter of principal, concerning the power, the executive power is with the mayor of the municipality. The municipality has

the different structures that carry different sectorial policies. The Municipal Council says no or yes to certain decisions of the mayor.”

It was submitted that the executive power is with the mayor at the local level. The mayor can organise the independent counsel, and the mayor is the person with the ideas. Therefore, it could be deduced that the mayor can engage in strategies. This person consults and interacts with the organisation. Accordingly, the mayor could be considered as having *decisional participation* (Arnstein, 1969; Ruhanen, 2009; Chandrasekhar, 2012; Green and Hunton-Clarke, 2003; Garrod et al., 2012). The mayor can advise, but the NIICH and Ministry of Culture have higher levels of authority and the Ministry of Culture can ultimately make the decisions (Arnstein, 1969; Garrod et al., 2012).

It was suggested that the Municipal Council is the local parliament and this institute approves whether strategic plans go further. The Municipal Council reads assessments, opinions and monitors procedures. Subsequently, the Municipal Council may be perceived as having more control or power over the Municipal Institute. The Municipal Institute is made up of architects, archaeologists, building supervisors, and regional museums. This suggests the Municipal Council is within the *decisional participation* with the Mayor. This is because they engage, consult, and interact with the process and their perspectives are considered from the first stages of planning (Chandrasekhar, 2012; Botha, 2007; Khazaei et al., 2015; Green and Hunton-Clarke, 2003; Arnstein, 1969).

4.2.2.3 Local Levels: Consultative Participation

The Municipal Institute may be within the *consultative participation* rung. This is because they only advise and inform those above with more power (Arnstein, 1969; Ruhanen, 2009; Flannery and Ó Cinnéide, 2012). Several respondents from within the Municipality suggested that they have a voice and are asked to participate in some aspects of planning, but there is no guarantee that their

recommendations will be heard. For example, Respondent G said, "Archaeologists and architects have no say. They are obliged to work and respect. They follow the excavation, finish their work, make their interpretations, but they have no part in saying whether conservation is necessary and must be done. They can only recommend." Respondent E added to this while talking about a supervisor in the Municipal Institute. This respondent said, "Our boss is really energetic and wants to achieve a lot with cleaning up all the sites within the Municipality. The problem is, the institute just doesn't have that much support." Respondent A said, "Whenever authorities above have a question, they go to those who are specialised in the field. The problem is, the specialists are not always heard."

Other respondents also mentioned that the heritage professionals such as architects, archaeologists and curators are not always able to have involvement in implementing policy. This would indicate that some stakeholders are involved, but there are no guarantees that their suggestions or queries will be answered. This infers that these stakeholders may be within the *consultative rung* (Green and Hunton-Clarke, 2003; Arnstein, 1969; Jackson, 2001; Khazaei et al., 2015; Ruhanen, 2009). These results demonstrate a barrier related to the structure of the power. If ideas are heard without a guarantee of implementation or further action, then there is a lack of top management support due to the bureaucracy and the structure of the system. This is explored further in section 4.1.2.4.5.

4.2.2.4 Informative and Non- Participation

4.2.2.4.1 Informative

Stakeholders that may be considered within the *informative rung* are the construction firms commissioned to do projects. For example, Respondent B said, "Builders need to be spoken to. They need to be told, you need to do this, or you need to do that. That is not correct, this is not conservation, this is not restoration or this is not the priority. Those who supervise them are more like

policemen." This indicates that although they are involved from a hands-on-approach, construction firms have little say in how to maintain sites.

The results demonstrate that although construction firms may be within the informative rung, additional implications from this can be addressed. If construction firms are consistently being told what to do and how to carry out projects, then questions could be raised about Qualifications-Based Selection (QBS) practices (Manoliadis et al., 2009; Matlay and Addis, 2002; Qiao and Cummings, 2003). Questions could be asked whether the construction firms commissioned to do projects were employed based on their levels of experience and education. This brings implications to the legal processes that ensure firms commissioned to work directly with heritage are selected based on their qualifications and experience. This also implies a lack of involvement of certain stakeholders in the employment process. The statements made by Respondent B could be an additional indicator of the tensions presented when some stakeholder groups are not engaged in the decision-making process (Dirienzo and Redington, 2014).

4.2.2.4.2 The Community: Informative and Non-participative

Respondents provided mixed results regarding the levels of participation the community had. Some stated that the community or citizens had *informative participation* with the management of heritage sites in the city, while others claimed that the community had no participation at all.

Respondent C said, "We try to be useful and a place where other stakeholders are interested in the old town. We have dialogues and mediators and citizens should be informed. We have a new website and whenever there is something to add, it is added. News about what has happened, the activities, and our partners are uploaded on the site." This statement would imply that the community was in the informative stage because they were given information but

had no authority to make decisions (Green and Hunton-Clarke, 2003).

Respondent I echoed this stating, "On some level they are trying to communicate with the community, but it is far from what is expected from them. They are putting a lot of information on their website, but it is not transparent information. Some of the really important stuff is missing."

4.2.2.4.3 Non-participation

Respondent B suggested that the community is not always informed effectively. "There should be more information given to the community, even if it's done not quite well; they should be given the information." When asked how the community is made aware of changes, Respondent A stated, "This is one of the main problems we have with the administration. They do not communicate with the local residents." This would imply that the community is within the *non-participation* rung (Arnstein, 1969; Smith, 2012; Flannery and Ó Cinnéide, 2012; Stevens et al., 2010; Jackson, 2001). Respondent I suggested that the community is only informed sometimes. "The law with the local government clearly states that government projects should be communicated to the public, experts and NGOs. This only happens when people are willing to communicate or when they want it to happen. The government does not do this regularly." This reinforces that communicating plans to the community is not something that is favoured by administration as it takes time, resources and organisation (Peng and Litteljohn, 2001).

4.2.2.4.4 Barriers to Development

4.2.2.4.4.1 Reformation

Throughout interviews, several respondents made reference to the way things were prior to 1997. Respondent A stated, "After democracy came, many things became privately owned. So now, when people collaborate on a project or realise it, other important people are not directly involved. The project is

commissioned to someone else. During the communism period, there were no private businesses with monopolies."

Respondent F stated, "Much of the training and education comes from people who were employed during the time of communism. There were some great teachers back then and we were very fortunate because despite the times, there was still a value for preserving and managing the heritage back then."

Bulgaria has faced a massive government reformation. The country moved from one political system to another and normally, this transition process takes years (Haveri, 2006). In addition to managing heritage sites, the local authorities are also managing change and the resistance of change (Blom-Hansen et al., 2012). This can be described as a barrier because stakeholders are not used to the system (Haveri, 2006). The results indicated issues with the structure, the engagement, the transition, and the amount of control and power stakeholders have (Blom-Hansen et al., 2012; Kim and So, 2004; Haveri, 2006). Bulgaria is also transitioning into the EU. Reformation strategies for stakeholder engagement ought to be considered by the local authorities (Blom-Hansen et al., 2012). Bulgaria is no stranger to reform, therefore could potentially adjust to incorporating the Stakeholder Theory based on its communist past.

Based on the application of the stakeholder power framework, stakeholder involvement in planning is done in very specific stages in Bulgaria. Strategic planning happens first locally and second nationally. This excludes certain stakeholders from participating in various stages of the planning for heritage sites. Results indicated that there was a problem with the overall structure and different layers of heritage managers at the local and national level. With the current system of power, stakeholder involvement is limited (Waligo, 2015), dialogue is one-way (Khazaei, 2015), and some managers are not fully aware of process and coordination (Waligo, 2015).

	Rankings of stakeholder power for strategic heritage planning based on proposed stakeholder power framework	Research Results: Ranking of Stakeholders at local and national levels	Differences in levels of power between stakeholders
National Level (Located in Sofia)	Managerial Control	Ministry of Culture	
	Decisional Participation	National Institute of Immovable Cultural Heritage	
	Decisional		Respondent B added heritage professionals: architects, archaeologists, conservationists, historians, building supervisors to this section
Local Level Located in Plovdiv	Decisional	Mayor	
	Decisional	Regional Governor	Respondent B deleted the governor
	Decisional	Municipal Council	
	Consultative Participation	Municipal Institute Architects, Archaeologists, Groups that fund projects, Conservationists, Archaeological Museum (part of the Municipal Group)	National Level respondents added the Regional Archaeological Museum, Regional History Museum and the Regional Ethnographical Museum
	Informed/ Non-participation (mixed results)	Community	
	Non-Participation (not mentioned in the interviews)	<ul style="list-style-type: none"> • Site employees • Food and beverage outlets at sites and in the city • Vendors or souvenir shops at sites and in the city • Travel agencies • Tour guides • Hospitality staff • Events companies • Media sources • Transport companies • Activist groups • Business owners whose shops were located directly on, at or in a heritage site 	

Table 4.2: Results of Stakeholder Identity and Levels of Power based on Primary Research Interviews

4.2.3 Assess Stakeholder Strategic Priorities

There was an overtone of different priorities by various primary stakeholders involved in heritage preservation in Bulgaria. Nevertheless, all stakeholders interviewed stated that heritage preservation is of importance. Although two

stakeholders expressed that each stakeholder has different intentions, themes emerged that highlighted certain priorities within certain groups. There was an indication that stakeholders are aware of the various views held by others'. It is important to note that the priorities presented are not the only priorities held by the different stakeholders. The results highlight the main priorities and themes of the stakeholder groups based on the respondent statements.

Respondent C said, "Everyone, every specialist has his own point of view about what they want and that is more important." This person went on further to say that "the process of creating the vision starts with the creation of work groups with different specialists, and within these gatherings of groups, there are a lot of debates with different points of view and approaches." Respondent A suggested that even with the different intentions, change takes place that initiates greater variety in priorities. "The local administration changes every four years and it is usually different parties that do not have the same priorities." This statement is congruent with Ruhanen (2010) and Simpson (2001b) who suggested that roles change due to the political and economic situations in the given location.

4.2.3.1 Economic Priorities

4.2.3.1.1 The Ministry of Culture and the NIICH

Some statements from the primary research indicated that the Ministry of Culture and the NIICH have an economic priority. For example, Respondent C said, "The state receives requests from all the municipalities who present their sites of national significance. The idea is to make an indicative list so that all the monuments on this list would be a priority for funding." Respondent I said, "The Ministry of Culture is the state level that approves plans and finances and is registered as the official body for the country and the different sites."

Respondent H said, "The Ministry of Culture is in charge of the investments for the sites, but they do not have enough money." Respondent A suggested the NIICH was "one of the only sources of money." Respondent E stated, "Every

year, at the end of the year, an estimate is given to the NIICH as to how much money we can have to take care of the heritage. Most of the time this amount is very little."

Each of these statements suggests that the Ministry and the NIICH consider the monetary dispersal within the entire country and has a financial overview of all sites in the country. The NIICH and the Ministry of Culture are located in Sofia and need an overview of all heritage within the country of Bulgaria. Stakeholders with economic priorities consider the management and assessment of the financial distribution throughout a region (Reed, 1997; Lee, 2013; Padin, 2012).

4.2.3.2 Authenticity and Educational Priorities

4.2.3.2.1 Specialists from the Municipality

Majority of the interviews from specialists who work within the municipality in specialised roles focused on conservation and the importance for authenticity when preserving sites. Additionally, they spoke about the importance of educating the public through an accurate representation of history. Respondent A said, "I think that when you open a heritage site, it's educational. For example, imagine a house that was not renovated as it should have been. If you show only the bad one, the people will not know better because that will be the first cultural site they entered, and they will think, oh, this is good. But they won't know the true side of the story. So, it's important to teach people."

Other comments by specialists suggested preserving the sites with the focus being on authenticity. Respondent A said, "I would not sacrifice a good restoration for the purpose of attracting tourists." Respondent G said, "There are many young people studying cultural tourism and managing cultural properties. They are very well informed theoretically, but we need architects who know how to work with restoration." Respondent G also said, "For archaeological sites, our number one priority is to conserve it." Respondent B said, "We need very clear

and working legislative procedures and laws that are in favour of proper restoration for heritage."

4.2.3.2.2 *The NIICH*

In addition to having an economic priority, the NIICH can also be interpreted as having authenticity and educational priorities. It is possible that stakeholders hold more than one priority (Sautter and Leisen, 1999). Throughout the interviews that took place between the two members from the NIICH, frustration was expressed with regards to sites being preserved in an inauthentic manner. Both members stated, "Heritage should be preserved correctly with regulations." One NIICH respondent said, "Heritage sites are not attractions. Attractions have some kind of circus meaning, including entertainment. A heritage site is an object of knowledge and an object of culture. It should be presented to the public so that people can understand its message and be entertained at a higher (educational) level."

The other respondent from the NIICH said, "We need very clear and working legislative procedures which are in favour of heritage. We need people who carry out restoration in the traditional line of building; to carry out specific work with wooden structures, stone masonry, brick masonry, and some traditional patterns involved. There are very few people who preserve in a traditional way, which is very bad." These statements reflect that the NIICH has an educational priority (Waligo et al., 2012) and an authenticity priority whereby sites should be preserved with accuracy (Pons et al., 2011; Halewood and Hannam, 2001; Elsorady, 2012; Ripp et al., 2011; Padin, 2012).

4.2.3.2.3 *The Community*

The community members and local construction workers were not interviewed; therefore, their priorities are not explicit. Nonetheless, several comments were made that suggest the Plovdiv community values the heritage from an authentic perspective. Each respondent who discussed protests by the residents indicated

that the community was in favour of authentic conservation and preservation. Respondent I stated, "Plovdiv is a different story from other municipalities because it is a historically significant centre in Bulgaria. The people there know what is going on and what should be done. That is why there are these civic movements and protests against big projects that are not helping heritage. Rather, these projects are destroying heritage." Respondent H said, "There was a debate over what we should do with Nebet Nepe." Respondent H went on to say, "The locals are really interested in what is happening with the new sites and in general with heritage. This is because Plovdiv is one of those cities with eight thousand years of history. Everyone is really proud of the city and with the heritage. Everyone has an opinion and wants involvement, but most of the people are not specialists."

4.2.3.3 Marketing and Economic Priorities

4.2.3.3.1 The Mayor and Municipal Council

The mayor and Municipal Council may be seen as having marketing and service priorities. With a marketing focus, managers want to improve the image of a destination in order to attract more business (Padin, 2012; Sautter and Leisen, 1999; Reed, 1997). For example, Respondent A said, "Strategic plans are being developed with the mayor at the moment. This strategy is about where to get tourists but not on the development of the sites." Respondent E said, "The mayor really likes heritage and knows the sites can generate money." Respondent A said, "Every year the Municipal Council does some renovation work on houses, but funds allocated are based on a matter of where you get the most tourists, where the most cultural events are, and which structures are the most visible." Respondent H said, "How do you preserve a new site? Usually in Europe, such as in Italy, Spain or Germany, the people make the decision to build up the archaeology and give a clear border between the original site and the new site. But when you want to make a tourist attraction, you have to make

something much more visible. This is a touristic business. You have to do something more and you have to make it an attraction."

One member of the Municipal Council said, "Management is very difficult because we preserve heritage, but we are trying to make it more popular for the people. The preservation and popularisation is through a cooperation of our institute (the Municipal Council and the Municipal Institute." Another administrator from the Municipal Council said, "Many times there are cases where specialists are not so keen on the way a project has been done; but it is more important that the public likes it. The specialists are always unhappy."

The above responses suggest that there are different strategic priorities from members who are at different levels of stakeholder power (Parent and Deephouse, 2007; Sautter and Leisen, 1999). Additionally, it is important to consider that the community members in favour of heritage are dependent on the heritage specialists. Meanwhile, the specialists and the NIICH are dependent on the Ministry of Culture for finances, resources, and project approval. Nevertheless, since the NIICH have economic, educational and authenticity priorities, a priority gap is minimised between the community, specialists, NIICH and Ministry (Preble, 2005). This indicates that the NIICH could better respond to the community, specialists, and Ministry of Culture (Preble, 2005).

4.2.3.4 Conflict with Different Priorities

Throughout interviews, there were indications of conflict and distress with the different strategic priorities. According to Respondent A, governing bodies with more authority ignore the professional opinions and suggestions proposed for certain sites. "They just do not care about professional people's opinions. The Institute may totally reject a project but the Ministry has the legal power to neglect their opinion and accept these proposals, and they usually do." This indicates that some stakeholders feel ignored. Nevertheless, in identifying the different stakeholder priorities, different approaches to planning can be better

understood, specific stakeholder concerns could be more transparent, and their managerial views could be more predictable (Mitchell et al., 1997).

There could be more effort made for stakeholders to collaborate on the development of plans (Krutwayscho and Bramwell, 2010; Bramwell and Lane, 2011; Aas et al., 2005). Based on the different priorities, performance goals could be set by each stakeholder group (Kumar and Subramanian, 1998; Preble, 2005). This would allow stakeholder groups to be more engaged in the process. Another method to minimise the conflict would be to employ a mediator between the stakeholder groups so that their intentions for heritage could be negotiated through an external third-party member (Preble, 2005). This is explored further in chapter 5. The following table illustrates stakeholder groups and their main priorities based on the primary research.

	Stakeholder power levels	Stakeholder Groups in Plovdiv Levels of Power for Decision-Making	Main Priorities
National Level (Located in Sofia)	Managerial Control	Ministry of Culture	<ul style="list-style-type: none"> • Economic • Heritage Preservation
	Decisional Participation	National Institute of Immovable Cultural Heritage	<ul style="list-style-type: none"> • Economic • Authenticity • Education • Heritage Preservation
Local Level Located in Plovdiv	Decisional	Mayor	<ul style="list-style-type: none"> • Marketing • Economic • Heritage Preservation
	Decisional	Municipal Council	<ul style="list-style-type: none"> • Marketing • Heritage Preservation
	Consultative	Municipal Institute Architects, Archaeologists, Historians, Groups that fund projects (part of the Municipal Group)	<ul style="list-style-type: none"> • Authenticity • Education • Heritage Preservation
	Informed/ Non-participation (mixed results)	Community	<ul style="list-style-type: none"> • Implied Authenticity (in favour of heritage)
	Non-Participation (not mentioned in the interviews)	<ul style="list-style-type: none"> • Those working at sites collecting entrance fees and tickets • Those maintaining the site grounds • Security at the sites • Food and beverage outlets • Vendors or souvenir shops • Travel agencies • Tour guides • Hospitality staff • Events companies • Media sources • Transport companies • Business owners whose shops were located directly on, at or in a heritage site 	<ul style="list-style-type: none"> • Unknown

Table 4.3: Stakeholders, Levels of Power and Priorities for Heritage in Plovdiv Based on Primary Research

4.3 Summary for Part One

Findings revealed that respondents had difficulty identifying other stakeholders involved in managing heritage sites locally and nationally. Despite this, certain stakeholders were mentioned who have an influence over heritage plans within the city. After reviewing notes taken during the interviews about the stakeholders, respondents were able to provide further details such as the roles and the levels

of power each stakeholder had in the organisation. There were different levels of stakeholder power nationally and locally. Furthermore, the planning for heritage was done in specific stages and stakeholder involvement was limited based on their roles within the system. This excluded certain stakeholders from having an equal say throughout the process. It was also found that in the past, things were done differently. Prior to the fall of communism, decisions were made more democratically with stakeholder involvement throughout planning stages. With this, the concept of incorporating stakeholders was not an unfamiliar subject in Bulgaria. Lastly, it was found that stakeholder groups have varying priorities. These priorities were divided into themes of economic, marketing, service, education and authenticity. From this, there were indications of disagreement and distress among stakeholders because their priorities often conflicted or they felt their contributions did not matter.

4.4 Data Analysis Part Two: Strategic Planning

Respondents from the primary research revealed information regarding the process for strategic planning. The findings below directly correspond with the conceptual framework created from the literature review. For the sake of consistency, results are presented in order of the Conceptual Framework for Strategic Heritage Management within the planning ring (see Figure 2.1). Results also reflect what was written in the city's Municipal Development Plan for 2014-2020 against the respondent data.

4.4.1 Strategic Planning for Heritage

The city's Municipal Development Plan for 2014-2020 includes a section for cultural heritage, cultural life and cultural tourism. It also highlights an overarching plan to initiate conservation and development. The section illustrates the number of sites, their condition, and the city's priorities for heritage. Additionally, the strategic document discloses the problems the city has in promoting the destination and heritage. A summary of the Municipal Development Plan for 2014 - 2020 can be found in Appendix 9. This is explored further in the following sections.

The primary research results indicated that respondents know the importance of planning. Despite this, there were no indications that planning was descriptive or prescriptive. According to literature, descriptive plans show how plans will be executed and prescriptive plans guide managers towards their goals (Hall, 2008). Respondent C stated, "We don't have a new strategy concerning cultural heritage. The plan is that we should now launch the creation of a new strategy. There is also another municipal master plan for development. This plan has a separate part concerning the cultural heritage and the development of culture. The new plan has been established last year and working groups for cultural heritage are involved."

Respondent C further stated, "Some strategic documents were also developed and linked to the development of culture and tourism this year and last year. These are in line with the big plan for the municipality. We have real intentions in terms of cultural heritage and this is seen as a priority. Things are slowly starting to change, even if slowly."

Respondent C's comment that, "Things are in line with the big plan for the municipality" implies congruence with the notion that plans need to be tailored to meet the region's settings and legislation (Hall, 2008). If strategic documents are being developed in accordance with a larger municipal plan, and are seen as a priority, then there is a conception that the city is tailoring their policy in line with the local environment (Mason, 2008).

As one particular interview progressed, Respondent H said, "The questions you are asking about strategic planning are much more specific than our work." Respondent I also commented on the overall interview questions. "Your questions are constructed over a different system because our system of preservation is not that developed."

The statements above suggested that respondents in Plovdiv were aware that plans are necessary in order to meet aims (Kirovska, 2011). The results reiterate Borg and Gotti's (1995) research findings stating Bulgaria lacked strategic policy planning specifically for heritage. Nevertheless, throughout the interviews, there were several indications that a process does take place, mainly in the assessment and create phases of planning.

4.5 Phase 1: Assess

During the time of the primary research, respondents explained that some of the elements within the assess phase are being done. At the start of the phase, the first step recommends preparing time frames, determining a vision and conducting an external and internal assessment.

4.5.1 Prepare Time frames

The Municipal Development Plan for 2014 - 2020 is a strategic document based on a time frame of seven years. Within the document, there was no evidence that time frames were broken down further with the exception of the Capital of Culture event to take place in 2019. Respondents provided information about the time frames.

When asked about time frames, Respondent C said, "For the first time, we are planning a project and development plan with the municipality. It is the first time a theme is so well devised and there is also more money. This is for a period from now until 2020. If we stick to the European policies and directives, the municipality has the obligation to do this for a seven-year period." Respondent C added, "We plan what we wish to achieve over this year, what should be the priority sites, for example to improve in our work with the view of raising more revenue. The statistics show that we have improved our results and that we were successful." This respondent indicated that the time frames were directly linked to raising revenue, adding emphasis to the economic priority.

When asked about time frames, Respondent H said, "With time, sometimes the process takes too long, especially following communism and the liberation of the country. Actually, the country has been bankrupt three times in ten years." Although government reformation is slow and can have negative effects on the economy (Haveri, 2006; Dollery et al., 2008) time frames are crucial for strategic planning (Mintzberg et al., 1998; Steiner, 1979). There was some indication from the primary research that time frames are considered; nevertheless, the time frame planning needs to be broken down into step-by-step phases (Hall, 2008; Mintzberg et al., 1998). The results indicated that strategic time frames are set over a period of seven years. Nevertheless, literature indicated that long time frames are not effective for turbulent economies (Hrebiniak, 2006).

Other respondents answered the questions about time frames with emphasis on the heritage sites. Respondent B said, "You need time for the investigation, for the survey, for the design, for the administrative procedures, and to work on the sites. It all needs to be planned." When asked how this is calculated, Respondent B said, "It is done based on experience. The people who have knowledge of this, knowledge of the procedure combined with elements gained through empirical experience."

Respondent F said, "If you want something to happen in Bulgaria, it takes a long time." Respondent A said, "Time frames are usually based on elections."

Respondent I added to this and said, "Very little time is planned for the archaeologists to research and excavate. Also, there is a really limited amount of time for the workers to restore and work. The time preparation is really a problem because the results are shocking. Working too fast on heritage sites leads to a lot of destruction. A lot of incompetent decisions are made."

These results indicate that time frames may be affected by the structure of the system. The system is rigid whereby local authorities are unable to make decisions without consulting with others at a higher level of power (Aas et al., 2005; Tosun and Jenkins, 1996). Those employed locally through the Municipal Institute must go through the Municipal Council who then goes through the state level NIICH who then must go through the Ministry of Culture. The structure can be seen as a barrier for time frames. In order to speed up the process, the inefficient bureaucratic system would need to be restructured (Noble, 1999; Kim and So, 2004). This is explored further throughout this chapter and chapter five as a recommendation.

4.5.2 The Vision

According to the Municipality of Plovdiv Plan 2014 – 2020, "Plovdiv municipality, includes the following vision for development:

"Plovdiv, ancient and eternal" - a modern prosperous, administrative, university, economic, and cultural center of the

South Central Region; a city implemented with scientific potential; a city with dignity presented cultural heritage and contemporary art - a favorite European tourist destination; a city with a dynamic, competitive economy based on knowledge and new technologies; a city providing security, an attractive living environment and quality of life, equality and opportunity for all; a place where young people see their future” (Municipality of Plovdiv, 2014: p.140).

Within the section entitled: Vision 2020, there are four strategic objectives. The third objective is linked directly to the heritage. "Strategic Objective 3: To have preserved and known cultural heritage and natural beauty, fully included in the rich cultural life and the local economy" (Municipality of Plovdiv, 2014: p.140). The other objectives are listed in Appendix 9 within the translated sections of the Municipality of Plovdiv Planning Document 2014-2020.

The vision by the Municipality of Plovdiv is broad lacking focus (Raynor, 1998). If a vision is too broad, focus can be lost leading to missed opportunities (Dess et al., 2008). Despite this, the vision has an explicit statement regarding the cultural heritage and promoting the city as a tourist destination. This can be interpreted to signify the city's commitment to the development of the heritage and tourism sectors (Thompson and Martin, 2010).

In addition to the main vision set forth by the city above, another vision was put forth by the Municipal Foundation Plovdiv, 2019. This vision is directly related to the city's heritage as Plovdiv was nominated to host the European Capital of Culture. The statement was to "Wipe off the dust by using artistic interventions to revitalize isolated landmarks and neighbourhoods of the city and reconnect the built heritage to contemporary life. To open new horizons by fostering cultural entrepreneurship and creative industries" (Baruch et al., 2014: p. 5).

In having a second vision specified for the Capital of Culture, it could be argued that too many visions were created for culture and heritage. This ought to be considered. Nonetheless, the aims and objectives should work within the generic

context of the overall vision (Dess et al., 2008; Johnson et al., 2005; Thompson et al., 2012; Thompson and Martin, 2010). The results from the respondents and their interpretations of the objectives for heritage sites could offer additional insight regarding the clarity of the main strategic vision.

When asked about the vision, Respondent C said, "The vision for the management of cultural heritage is created by the Municipality of Plovdiv. The vision is subject to the observance of the law regulatory frameworks. It is created by the municipality in partnership with not only with our institute but many other municipal structures. This includes museums, galleries, as well as NGOs who participate in these processes." Respondent C was well versed in the planning process for the Municipality. This respondent had direct involvement with creating the strategic documentation. Accordingly, this respondent was subjective to the value and purpose of the overarching vision.

When asked about the vision, other respondents answered the question with an emphasis on the heritage sites. Respondent E said, "The main goals are of course to preserve everything as best as possible, to conserve, to show and to expose." When asked how often creators meet to talk about the vision, Respondent E said, "I think they do not even meet. This is unfortunate because we have once requested a meeting with the mayor due to a project that we are against. We were fighting against this vision. Goals, aims and objectives for the heritage planning are done really chaotically, unfortunately." Three other respondents also referred to this instance where some work on heritage sites was started and protests took place. Respondent I said, "The word vision, for me, describes something done in a strategic way for the years to come. In Bulgaria, there is no such thing for heritage. There is no strategy for cultural heritage. The government makes their own strategic plans for five or ten years, but only a small part of their strategy is in place for heritage."

The respondents presented different interpretations for the vision. Respondent C demonstrated that a vision was created and made reference to the Municipality of Plovdiv Planning Document. Other respondents directed the question about the vision more with a focus on heritage management. These differences reflect the differences between the general implications for a strategic plan versus the key elements in a strategic tourism or heritage plan. Getz (1987) suggested that one plan cannot fit all situations. The same can be said for a vision. In this case, the vision should be tailored for the heritage sector. Having a clear vision specified for heritage at the start of the planning process can provide clarity with management and an overall assessment of a situation with regards to preservation and restoration (Putra and Hitchcock, 2005). This is explored further in chapter 5.

4.5.3 The External and Internal Assessments

The Municipality of Plovdiv Planning Document 2014 – 2020 included a SWOT analysis investigating the capabilities and external environment. The SWOT analysis was meant to assess the broad-spectrum activities across the entire municipality. Despite this, the SWOT mentioned several factors related directly to cultural heritage and tourism. These are presented in the table below:

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Central location between Sofia, Burgas, Pleven and Smolyan • Rich and complex interweaving of different ages; diverse cultural heritage • Unique heritage of antiquity and preserved unifying urban structures from the Renaissance period • Prerequisites for a strong relationship between the expression of cultural heritage, current understanding of public spaces and contemporary art • Significant transportation and logistics components - junction railway station and close to the highway "Trakia" and Plovdiv Airport • Natural environment forms the overall view of the city, and creates the living space with hills and the Marista river • Historical formed green system - urban gardens, parks and street landscaping 	<ul style="list-style-type: none"> • Lack of areas for investment and public initiatives related to the utilization of vacant land • Concentration of municipal resources in Plovdiv in the absence of adjacent villages and comprehensive settlement structure • Risks of physical and semantic preservation of cultural values • Insufficient resources for presentation and promotion of historical and natural features in the municipality • Untapped potential of integrating cultural heritage and contemporary cultural activities • Underdeveloped tourism industry and system of cultural tourism routes in the municipality • Lack of necessary conditions for the development of sustainable forms of congress and sports tourism • Limited opportunities for construction of new green space for public use
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> • Perform functions devolved government (Ministry of tourism) • Full co-operation and joint projects with neighboring municipalities • Promoting and facilitating the procedures for use of EU funds • Transport security of southern Bulgaria through the completion of "Trakia" • Updated documents for planning and sustainable spatial development • Availability of Regional development scheme • A distinct tendency to stimulate tourism development in Bulgaria by highlighting the cultural heritage 	<ul style="list-style-type: none"> • Increasing competition from neighboring municipalities for investments outside the Plovdiv Municipality • A limited number of national instruments for financing and organizing the study, preservation and socialization of cultural heritage • Inefficient national mechanisms for balancing public and private interests in the management of cultural heritage • Insufficient successful practices and developed models for inter-municipal cooperation and development within the informal, non-administrative-territorial division areas in Bulgaria • Deepening national problems - cultural, political, demographic, social and economic • Failed implementation of public-private partnerships in the development of the municipality

Table 4.4: Cultural Heritage and Tourism Activities: SWOT Analysis from the Municipality of Plovdiv Strategic Document 2014 – 2020

The Municipality of Plovdiv Document 2014 – 2020 included several other weaknesses specifically for heritage sites in addition to those listed in the SWOT analysis. According to (Municipality Plovdiv, 2014: p.62)

"Old Town is generally unsatisfactory since part of sites are in danger of destruction. Sites are not carried out efficiently implementing the regulations. The main reasons for the described condition are:

- Chronic shortages of financial resources (public and private)
- Lack of mechanisms and resources to stimulate and assisting owners to implement conservation activities prescribed;

- Limited opportunities for projects arising from the property;
- Absence of a specialized unit for municipal maintenance and implementation of emergency conservation and restoration works;
- Lack of effective mechanisms developing the promotion and realization of projects."

Further to the list above, the Municipality of Plovdiv Document 2014-2020 listed sixteen specific problems with the city being a tourist destination in terms of cultural tourism. This indicates that the Municipality has made efforts in assessing their strategic capabilities. Although a SWOT analysis is not considered as effective when completing a strategic capabilities assessment (Valentin, 2001), the Municipality of Plovdiv went a step further and explored how weaknesses could be transformed into strengths. This can be viewed as best practice; nonetheless, the Municipality could also highlight the priorities and add time frames for weaknesses to be transformed into strengths (Angelevska-Najdeska and Rakicevik, 2012).

Throughout the interviews, few respondents discussed the strengths and opportunities of the city. All respondents echoed the weaknesses and threats listed in the SWOT analysis. Several respondents added to the list and noted human resources as a weakness. Respondent C said, "Human resources are planned based on the openings of new sites. This aspect can be improved, but we do make efforts with this. When asked about an internal analysis, Respondent A replied, "Our level of development is not even that high for you to ask about that. At the Municipality, there is no team that works with heritage. No one is specialised in the field of heritage management therefore, they cannot know the strengths and weaknesses. When they have a question, they come to the architects and archaeologists. There is no system regarding an internal assessment." Respondent B provided a similar response and stated, "Part of the reason we do not have formal mechanisms is because there is a lack of people and a lack of efficiency. Our biggest limitations include assistance, understanding, and an appreciation. This is the fundamental part of the package." Respondent I suggested, "Human resources and physical resources are needed to manage a site." Later, this respondent further stated, "There are no human

resources or physical resources. Sometimes you start a site, but there are no developments in the resources. So, you finish. And this is not developed for the next project either."

Throughout the interviews, respondents added more emphasis on environmental factors. These points are missing from the general SWOT analysis listed above from the Municipal of Plovdiv Planning Document 2014-2020. These missing points indicated by the respondents are presented below in accordance with the themes political, economic and legal influences.

4.5.3.1.1 Political

The Municipal of Plovdiv Planning Document 2014-2020 mentioned "increasing competition from neighbouring municipalities for investments outside the Plovdiv Municipality" (Municipality of Plovdiv, 2014: p.141). Three respondents mentioned neighbouring cities in Bulgaria, but said that they may serve as benchmarks for Plovdiv regarding heritage protection and management. Respondent B stated, "I can think of one place in Bulgaria, the city Veliko Tarnovo, where you can actually learn practical and traditional building crafts, and building restoration practices." Respondent E also mentioned Veliko Tarnovo and said that the city has management using the community focusing on cultural heritage. Respondent A referenced another Bulgarian city and said, "Do you know that they made an integrated plan for Nessebar? It's a city on the seaside. They developed a big, detailed strategic plan and cited every house. We want to do such a thing for Plovdiv, but it's not happening yet."

These statements indicate that members in Plovdiv are assessing what other cities are doing for heritage nationally. Throughout the interviews, the respondents indicated that the strategy in neighbouring cities could be an opportunity. In other words, cities surrounding Plovdiv demonstrate possible future operations after which to be modelled (Jennings and Jones, 1999). Nonetheless, the Municipal of Plovdiv Strategic Document 2014-2020 illustrates this as a threat. The threat is

linked to funding since, as Respondent F illustrated, “Threats are related to funding. The cities within Bulgaria compete for funding.”

4.5.3.1.2 Economic

Funding was not explicitly placed as a weakness in the Municipal Development Plan for 2014-2020. Instead, funding was placed as a threat in two distinct areas; financing for cultural heritage and deepening national problems economically (Municipality Plovdiv, 2013). Respondents often referred to a lack of money throughout the interviews. For example, Respondent C said, “The municipality is committed to look for funding for the implementation of the ideas, and also some funding for the municipality for projects. This is a very difficult task only because in the time of crisis and with the limitation of the municipal budget, it is difficult to have everything that we think we need.” Respondent D, “The biggest challenges are the lack of funding during the last decades. There was a missed opportunity. The city could not have six million of granted funding for the restoration progress because there was a misunderstanding.” Although the respondents referred to the lack of funding as a weakness, the entire country faces this limitation. The underlying issue with the money is nation-wide and not something Plovdiv faces alone (Stankova, 2010).

4.5.3.1.3 Legal

The Municipal Development Plan for 2014-2020 included a section entitled 1.2.1 Legislative Framework. This section illustrates that the “Municipal Development Plan of the Municipality of Plovdiv is one of the basic documents regarding strategic planning for the Regional Development in Bulgaria regulated by law on Regional Development. The scope of the development includes all the territory of the municipality” (Municipality Plovdiv, 2014: p.9). In other words, the document is the legal framework. Furthermore, it demonstrates the area in which the law is upheld. With regards to heritage, one section in the document highlights the sites and the jurisdiction.

The city of Plovdiv has 111 known heritage sites that are under the jurisdiction of the state (Municipality Plovdiv, 2014: p.9). During the time of the primary research, the Municipality of Plovdiv had control over one heritage site and was requesting for all sites to be controlled by the Municipality.

Respondent D said, "In Bulgaria, the law says the archaeological sites are owned by the state. But, for the development of culture, three years ago, a new cultural heritage act or legislation had foreseen the possibility for the state to concede the management to local authorities for a period of ten years. In application of this provision of this act the Municipality of Plovdiv is in charge of the ancient theatre for ten years."

Respondent C said, "This Municipality has cultural assets owned by the state and they are empty and unattended because the state does not have enough money. Currently, this municipality is requesting to the state that these assets be passed and managed by the municipality so the municipality could invest in them. They are in our territory and this is a kind of resource. If we wait endlessly for the state to invest, a lot of time will be wasted, and there is a risk that many assets could be lost waiting. Therefore, this is a part of the priority of the Municipality."

Opposite to the comments made above, a member interviewed from the state level mentioned that there was importance in ensuring that policies and laws for heritage are passed to the state level. This was because not all municipalities or local governments follow correct procedures for heritage preservation.

Respondent I said, "There is a lot of informality in what happens. This is a problem because the public opinion and the expert opinion are put aside. Most of the time, it is not helping heritage."

Another respondent commented on the differences between the local authorities and the state level authorities. Respondent B said, "Most of all, Plovdiv needs support from governmental bodies. We need very clear and working legislative

procedures. We need laws that are in favour of heritage. Then comes the financing. Before the financing, we need a centralizing of the institutions and more educated people engaged in the process of administration." These statements coincide with Niknami (2005) who suggested that government agencies sometimes lack knowledge regarding conservation legislation. Formal legislation procedures may hinder preservation practices. Respondent B went on further to submit, "Policy legislation is a really tough and long procedure with a lot of bureaucracy." Policy legislation is sometimes considered a threat to development and challenge due to administrative barriers, poorly organised public administration and corruption (Angelevska-Najdeska and Rakicevik, 2012).

In addition to the comments made above regarding jurisdiction of sites, there were comments made regarding the frequency of law changes. Respondent E stated, "The laws are changed too many times here, sometimes twice in one year. This includes the law for cultural heritage and the building law in the city. In addition to this, when a politician has to build something but the laws do not fit, the whole law is amended for him. It is not said or documented how, but that is how it unfortunately is. Sometimes certain groups are unhappy." Respondent A said, "The local administration changes every four years and it is usually different parties that do not have the same priorities." These factors might lead managers to hastily respond to situations rather than deeply consider scenarios and other outcomes (McAdam, 2002). Assessments are difficult to conduct if there are constant changes in the country (Mayaka and Prasad, 2012; Jennings and Jones, 1999).

All the statements above indicate that respondents were able to highlight additional factors within an environmental assessment that were not included in the Municipal of Plovdiv Strategic Document 2014-2020 SWOT analysis. This indicates that the analysis put forth by the Municipality was limited (Valentin, 2001; Helms and Nixon, 2010; Denicolai et al., 2010; Johnson et al., 2005; Thompson et al., 2012). The Municipal of Plovdiv Planning Document did not specify how the

results of the SWOT analysis were compiled and found. There was no indication as to who conducted the SWOT analysis or how the results were assessed. Additionally, there was no indication as to when the SWOT analysis was conducted. Finally, the SWOT analysis was done for several other sectors, including education and transportation. Accordingly, the SWOT lacks focus for the individual sectors within the municipality. Nonetheless, the Municipal document did put forth measures for improvement, expected results and recommended tasks. In other words, despite being limited, there was evidence that an investigation of the assessment was multidimensional (Mayaka and Prasad, 2012).

The city might consider conducting a more thorough PESTEL analysis in order to assess the political, economic, social, technological, environmental and legal factors (Mayaka and Prasad, 2012). Or, the city could consider conducting a Degrees of Turbulence Model investigating the forces of change, stakeholder expectations, regulatory changes and the neighbouring competition (Banham, 2010). Respondents discussed forces of change, expectations and legal changes. Through a Degrees of Turbulence examination, management could measure how unstable the organisation is based on the external environment. From this, managers can know on which environmental factors to concentrate (Banham, 2010). As per an internal assessment, the city might consider adapting the Value Chain specifically for the heritage sector. The value chain could focus on the infrastructure, human resources, technology, operations, marketing and services (Porter, 1985).

When responses from the primary research are combined with the environmental assessment conducted within the Municipality of Plovdiv Document 2014-2020, an additional barrier is highlighted, but not explicitly mentioned. This barrier has to do with the overall structure of the system. Weaknesses and threats included the bureaucracy, competition for finances, legal frameworks, processes for change and some implicit issues with trust. These factors could be systemic based on the

hierarchy of governance. This is explored further throughout this chapter and chapter 5.

The following table illustrates whether respondents mentioned procedures are in place for the overall assessment of policy. The assessment indicator depicts each of the steps in the assessment phase and ticks whether respondents discussed practices in place for that particular step or if they were not. It must be emphasised that this chart is only indicative and is based on the Municipality of Plovdiv Document 2014-2020 and the nine different respondents who have different levels of power and who have different perspectives and priorities.

	yes	no	Recommendations
PHASE 1: ASSESS			
Prepare Timeframes	yes		Break timeframes down into smaller objectives.
Determine the Vision	yes		Have a single vision for heritage that is succinct and directional. For the Municipal's overarching vision, break this down and have objectives relating directly to this vision.
External and Internal Assessment	yes		A SWOT analysis was used for the entire Municipality. Consideration was made for heritage. Consider using a more comprehensive framework specifically for the heritage sector to include other factors such as HR and community expectations. A more comprehensive framework ought to be considered for an environmental assessment as well. Respondents highlighted additional environmental factors impacting heritage, inclusive of legislation.

Table 4.5: Phase 1: Primary Research Results of the ASSESSMENT Phase

4.5.4 Assessment Phase Summary

The results above indicate that some procedures were in place with regards to an assessment of strategic planning. This implies that the city aimed to meet goals (Kirovska, 2011) and oversee an assessment process specifically for that particular zone or region (Salet and Woltjer, 2009; Xu, 2008; Tosun and Jenkins, 1996).

There was an indication that time frames were in place for a period of seven years. Nonetheless, additional time frames should be included within the policy process. The timelines should be broken down further to ensure that objectives are met (Hall, 2008; Mintzberg et al., 1998; Steiner, 1979). Doing so will allow managers to measure their progress in meeting aims (Sridharan et al., 2007).

The overarching vision for the Municipal Development Plan 2014-2020 lacked direction and focus. Additionally, two different formal visions were in place for culture and heritage. One vision was in the Municipal Development Plan while the other vision was in the Municipal Foundation Plovdiv, 2019. The use of two visions for one subject could cause confusion, especially when stakeholders have different priorities. One vision specifically for the heritage sector ought to be created.

The Municipal Development Plan included a SWOT analysis with several factors relating to tourism, culture and heritage. This demonstrated the value to which the city places on these sectors. Nonetheless, the respondents mentioned several additional factors such as human resources, political, economic and legal factors. The use of a more thorough framework is recommended to include additional capacities and environmental assessments.

4.6 Phase 2: Create

4.6.1 Conduct Site Research

Within the Municipal Development Plan 2014-2020, site research is highlighted as Measure 1.1, Priority Area 1: Heritage and Art. "Priority Heritage and Art focuses the necessary resources and efforts in three main manifestations for the management of cultural heritage. These main features include conservation, full presentation and permanent capacity with advanced features. Priority area

Measure 1.1: Research, conservation and identification for the suitable function of archaeological cultural values

Expected result: Discover and explore archaeological sites within the municipality. This includes permanent physical and socialized objects.

Recommended tasks:

Measure 1.1 combines coherent and complementary actions that should be a general approach for the strategic management of cultural heritage. This requires regular archaeological field studies of disclosed archaeological layers and systematization of the results. Conservation is permissible under the principles for

the preservation of the authenticity, the Venice Charter and restoration activities. Ensuring accessibility, staying together with the deployment of appropriate conditions for the function of archaeological values are important elements of the urban environment" (Municipality Plovdiv, 2014: p.62).

In line with the strategic document, one stakeholder provided an indication that research was being done for some sites in Plovdiv. Respondent G said, "For one year or less we have been finishing some archaeological research and excavations while working on the conservation." This respondent also stated "On the other hand, almost everything is being done without approval, I mean formal approval from the government. A lot of public spaces are being renewed without plans or research." This suggests that the system includes gaps and lacks a thorough system of compliance (Cooper et al., 2008; Dess et al., 2008; Hall, 2008; Thompson et al., 2012; Thompson and Martin, 2010; Timothy and Boyd, 2003). Bulgaria has a centralised policy of governance meaning everything is supposed to go through the NIICH and the Ministry of Culture. If sites are being worked on without control, this indicates that the system needs to be reconsidered with stronger compliance. This is explored further in section 4.7.2.

Respondent B stated, "The problem is that there are not enough sophisticated legislative mechanisms that would make managers create policy based on previous site research. Decisions are made based on private interests." Respondent E suggested something similar and said, "There is some work being done where everything must be done, not light restoration, but everything. The whole castle. But nobody knows how the castle looked in the past." Respondent A added to this and said, "They have this strategy to take big European money to build Disney Land (a false interpretation of the heritage site). Because you know, people like fortresses and people in armours. Respondent I added to this and said, "There is a very bad practice here. When a site should be researched, I mean every part should be researched, registered and be put into lists and decided beforehand what is going to happen with it. This is done very quickly so

that the real restoration can start. These are some of the biggest problems right now with archaeology. The research is not well done before the restoration. That was also the problem with Nebet Tepe. Nebet Tepe did not have this full research on its value and the different layers of historical parts from different eras. Without this research, you cannot really do good restoration because you do not know what to preserve, how to show it, how this site really communicates with people."

These results indicate that some respondents believe that the overall strategic plan was a political activity and research was ignored or done incompletely (Tosun and Timothy, 2001). Respondent B said, "A lack of research excludes authentic experiences in heritage and excludes values in heritage. The final result you get is a bureau that has no knowledge of heritage and no competencies."

The data above could also be linked back to several of the gaps in the overall strategy that were previously mentioned. Firstly, the overarching vision lacked clarity. With this, it is difficult for any stakeholders to know what the main objective for the heritage sites is supposed to be (Thompson et al., 2012; Raynor, 1998; Dess et al., 2008). Secondly, from the strategic capabilities and environmental assessment, several of the respondents indicated barriers within the overall system of hierarchy and control. Results are also suggesting that despite having research embedded as a policy within the Municipal Development Plan 2014-2020, the research is being done informally or as a gesture to signify compliance (Hall, 2008; Timothy and Boyd, 2003). These factors imply that an integrated policy framework with commitment by all stakeholders with all levels of power and priorities is needed in order to achieve sustainability for the sites and the overall system (Yasarata et al., 2010).

There was evidence that several sites were not being given sufficient attention with regards to research and preservation. The Municipal Development Plan for 2014-2020 states, "Of 111 sites,

- 15 were demolished

- 21 were in danger of destruction
- 33 need a façade or complete restoration
- 19 need partial restoration treatments
- 23 are in good condition" (Municipality Plovdiv, 2014: p.62).

The document states that the reason why the sites were not being attended to was because of a lack of finances, resources, opportunities, specialised units to maintain, conserve and restore the work, and a lack of effective mechanisms to promote the realisation of the projects (Municipality Plovdiv, 2014).

Respondent D said, "There are many other sites of significance that are left unattended. For example, there is an area named the Eastern Gate and in the past it was a really big arch entry to the old town. The site was found in the 60's and until now nothing. It could be re-erected and it could be interesting."

Respondent E also made reference to the unattended sites and stated, "The archaeology it is complicated. Especially the ones that are standing free and nothing is being done. Those sites are neither preserved nor exposed."

Literature suggests that not all sites are researched within a destination because of a lack of finances (Tosun and Timothy, 2001). Likewise, more visible heritage sites get more attention and research because they have more commercial value (Dutta et al., 2007; Tosun and Timothy, 2001).

These results signify an opportunity. The sites are acknowledged. Nonetheless, the sites lack documentation and vision. Despite this, Plovdiv could take the opportunity to freshly begin a strategic planning process involving assessments, policy creation and implementation specifically for these heritage sites. All of the respondents interviewed expressed an interest in the unattended sites. With so many discoveries and heritage sites in one location, it could be interpreted that the managers have frustration with the combination of emergent findings and with transitioning into new planning procedures (Kriemadis and Theakou, 2007).

Regardless, it is important for managers to react to emergent findings in pursuit of sustainability (Mintzberg and Waters, 1985).

4.6.1.1 Consider Past Documentation

The city's Municipal Development Plan for 2014-2020 states that the overall policy was created based on previous developmental plans. The 2014-2020 plan states, "The document was developed in accordance with

- the provisions of the previous Law on Tourism, Strategy for tourism development in Bulgaria 2006-2009;
- the Municipal Development Plan 2005-2013;
- the municipal programmes for the development of tourism in the municipality of Plovdiv period 2002-2008; and
- programme documents of various organizations related to tourism" (Municipality Plovdiv, 2014: p.68).

Respondent D stated, "I know that in 2003 we had a concept for the future development of the old city. A renowned specialist in the field of cultural heritage created this. This strategic document is very thorough, detailed and respective for development. It has many annexes with each of the properties and includes appropriate objectives for each site." Respondent D was involved in the creation of some of the documentation and stated, "There are many ideas for the Forum. At present there are archaeological surveys so the Municipal of Plovdiv has the intention to reorganise the central area emphasising some of the remains from the past."

Respondent G was directly involved in writing documentation in the past. This included blueprints, and other detailed specifications for several sites within the city. This respondent very willingly showed and described the plans that were for the ancient theatre created prior to 2014. This person also showed documents for other sites and demonstrated how they were realised. Respondent I was also

directly involved in documenting plans. This respondent showed two different plans and blueprints for zoning Plovdiv based on heritage sites. The first set of plans was created in the year 2000 and the second set of plans was written in 2015. This person illustrated the differences between the plans and mentioned that these proposals were the result of three years of research. Examples of the zoning plans can be found in Appendices 17 and 18.

One respondent made reference to heritage site documents that were thoroughly written in the past. Respondent B suggested, "There are huge procedures that were ended in the 80's, so there is a basis. You can always go to those documents because they are based on qualitative and quantitative knowledge." This statement could indicate that some sites had been researched more thoroughly and included detailed specifications while others were ignored. It could also mean that documentation may be written for some sites, but without conservation or management specifications.

4.6.1.2 Reliance on Charters

The Municipal Development Plan 2014-2020 includes the use of the Venice Charter to ascertain authenticity for heritage sites. Respondents provided additional data regarding the use of the Venice charter.

Respondent D stated, "Three months ago we had to survey the existing practices in other European countries. There are some European charters such as the Berlin Charter, but it cannot be used here for the larger extent in terms of policy." By stating that the policy cannot be directly applied in the case of Plovdiv, there is an indication of awareness to not overly rely on international charters (Mohd-Isa et al., 2011). This also infers that managers plan and craft strategies based on specific circumstances (Pearson and Sullivan, 1995; Hall, 2008; Johnson et al., 2005; Page and Connell, 2009; Timothy and Boyd, 2003; Moropoulou et al., 2013; Idrus et al., 2010; Zan and Bonini Baraldi, 2013). Nevertheless, Respondent C

said, "There is still a lot we have to learn from foreign policies so that we can have more sustainability."

Respondent B said, policies are created "that are not well designed or organised for Bulgaria. They are taken from somewhere and used in the case of Bulgaria."

Respondent E said, "The mayor goes abroad, to Poland for example, looks at heritage, and if the mayor likes it he/she says we are doing the same thing here."

Respondent A said, "We have signed and ratified a lot of documents. A lot of charters, you know the Venice Charter? We are not really following them though."

These statements have several implications. Respondent A's comment signifies that charters are being used; nevertheless, there may be limitations in policy implementation and compliance. This is explored further in the Implement section 4.7.

4.6.2 Use Scenario Planning Prioritise Plans

The Municipal Development Plan 2014-2020 includes a strategy for prioritisation. For example, Section 3 is entitled Policy Proposals for Development. This section includes a subsection called 3.7 Priority Areas and states, "Six priority areas for action concentrate on financial resources and local initiatives for the next programming period. According to the structure of the strategy, priorities are not directly related and subject to the strategic goal. The priority areas are organised as a combination of precisely formulated measures revealing what should and can be done in the municipality. Each measure includes an added description representing its content and the arguments for the priority areas" (Municipality Plovdiv, 2014: p.142).

Although the strategic document is longwinded, there are indications that policy is based on proposals and includes a system of prioritisation. The document does not specify the criteria for prioritising sites, nor does it include the process for

creating scenarios. This could be more explicit with greater transparency (Jahansoozi, 2006; Tallberg, 2002).

Respondent E said, "It is different every time if you plan for something. It depends firstly on money, and secondly, I do not know. I do not know how priorities are done." Respondent B added, "I think it is a deadline working experience in Bulgaria. It is a reason of having no financing, so things are done as a final measure." Respondent A said, "Unfortunately, priorities are not based on which sites are in the worse condition. It is not prioritised like that. Every year we do some renovation work on sites that are the most damaged, but this is probably a matter of where you have the most tourists, the most cultural events, or where the damage is most visible."

Research suggests that prioritising ensures that the best policies are well considered and more realistic (Hamidizadeh et al., 2012; Liu et al., 2012; Yasarata et al., 2010). It cannot be overlooked that often, managers do not prioritise renovation or preservation for heritage because they lack the skills to do so (Maintain Our Heritage, 2004). Additional stakeholder involvement could remedy this limitation, especially if those stakeholders were involved in the research for the site (Council of Europe, 2009).

4.6.3 Provide Transparency

When asked about transparency, respondents suggested that there were different levels of details that were provided to the community. For example, Respondent C said, "We try to be a useful place where other stakeholders are interested in the old town. We have dialogues and mediators. Citizens should be informed. We have a new website and whenever there is something to add, it is added. News about what has happened and about the activities of our partners is uploaded on the site." Respondent H said, to inform the public, "We use all channels actually. The media is of course the first step. We have our own webpages like visitplovdiv.com for example. We started this two years ago. We also organise

public discussions and post it on Facebook." This respondent went further to say, "The locals are really interested in what is happening with the new sites and in general with the heritage. Plovdiv is one of those cities that has 8 thousand years of history. Everyone is really proud of the city and the heritage. Everyone tries to have an opinion and involvement in that. More or less, if you ask me, most of the people are not specialists in that, but everyone wants to discuss that, which is actually good."

Research suggests that the community may not have an awareness of the industry, capital investments, conflicts between stakeholders, and heritage preservation practices (Simpson, 2008; Aas et al., 2005). Nonetheless, effective communication of policy is tactical because it makes it easier to enforce policy (Rapert et al., 2002).

When asked about transparency, other respondents felt that more information could be provided to stakeholders throughout the planning process. Respondent B said, "Transparency with policy is usually being presented at very inconvenient periods of time, like in the warmest part of summer when the general public are on vacation. During this time, citizens do not have an opinion against anything, or the discussions are very closed to the general public. All the discussions are organised online and this is a new practice dating back two years. There is a professional discussion that does not involve all the people and their opinions, so it is poorly presented to the general public. The information is very important and crucial. There should be more information given to the community, even if it is not done quite well."

Respondent I is developing a website in order to inform the public "about the problems in the field of cultural heritage preservation and why a strategy is needed to preserve the cultural heritage in Bulgaria." This person further added, due to the "lack of transparency, we created a society that is called the Forum of Cultural Heritage which includes every expert organisation in cultural heritage. We

have put in our demands to the government as experts, what should be done, what should stop, and what steps should start so that the problems really start to be resolved. We have also had a press conference on this matter so we are really trying to communicate with the public society." These statements might suggest that some primary stakeholders may be taking it upon themselves to use transparency as a method to change behaviour through social pressure (Tallberg, 2002; Jahansoozi, 2006). They are taking matters in their own hands in order to inform about strategic planning processes (Tallberg, 2002).

All respondents indicated that the community is provided with some details regarding policy. Nevertheless, according to the results, there are different levels of details that are provided. Some respondents have stated that the community needs more details throughout the process. Meanwhile, other respondents stated that the community is being given information through different media sources. Despite the differences, academic scholars place a significant emphasis on transparency and community involvement (Aas et al., 2005; Bornstein, 2010; Elsorady, 2012; Garrod et al., 2012; Jamal and Getz, 1995; Mahdavinejad and Abedi, 2011; Midgeley et al., 1986; Nyaupane et al., 2006). Based on the results of the literature and primary research, more information ought to be provided to the community regarding the governance structure, policy changes, the practices in place, costs and purposes of the plans (Wray, 2011; Peng and Litteljohn, 2001; Rapert et al., 2002). Additionally, it is recommended to provide a platform where residents can have a voice (Wray, 2011).

	yes	no	Recommendations
PHASE 2: CREATE			
Conduct Site Research		no	Empirical research ought to be conducted on sites. Majority of the respondents indicated that empirical research was not being conducted on all sites. Gaps and barriers begin to show from within the system. Past documentation is available and is used as a basis. The Venice Charter is supposed to be used a guideline according to the Municipal Development Plan 2014-2020.
Create Scenarios and Prioritise Plans	yes		Provide more transparency with the criteria for prioritising sites. Include the process for creating proposals.
Provide Transparency	yes		Transparency should be provided to the community throughout the process. Additionally, more information needs to be provided regarding the structure, current practices, and best practices.

Table 4.6: Phase 2: Primary Research Results of the CREATE Phase

4.6.4 Creation Phase Summary

Some of the respondents suggested that research is not being done formally, thoroughly or empirically on every site. Nevertheless, it was found that stakeholders value research and believe that it examines necessary protection requirements (Moropoulou et al., 2013) and can lead to an improved understanding of local antiquity (Pearson and Sullivan, 1995). It was suggested that new sites have been discovered within the city, yet little is being done for these sites with regards to assessment, research and planning. This could be the result of a lack of finances, resources, and mechanisms to realise projects.

The Municipal Development Plan 2014 - 2020 and respondents verified that management uses past documentation. The Municipal Development Plan also indicated that the Venice Charter was used to ensure authenticity. Meanwhile, while some respondents indicated that there were barriers with compliance with the Venice Charter. This is explored further in the following sections.

Transparency was also found to be limited as many stakeholders said that information was not provided systematically or thoroughly. Results from the create phase indicated further barriers with the structure of the overall strategy. This is further explored in chapter 5.

4.7 Phase 3: Implement

4.7.1 Implement Policy According to the Plans

The Municipal Development Plan 2014-2020 includes a section entitled Preparation and Implementation of Projects and Initiatives. The introduction of this section starts with, "After Bulgaria's accession to the EU in 2007, Plovdiv Municipality has experience in implementing projects funded by operational, international and other donor programs. To improve management capacity and implementation of projects by Decision Number 13, taken with Protocol Number 1 of 19.01.2012, the City Council created EP "European policy and cooperation," employed 15 qualified experts responsible for developing, preparing proposals and coordinating the management and implementation of approved projects. EP "European policy and cooperation" has a key role in implementing the policy of the municipality of Plovdiv in the field of European integration and international cooperation" (Municipality Plovdiv, 2014: p.134). This section then covers a broad spectrum of topics including energy, the development of human resources, education, regional development and social services.

There was one section regarding the implementation of the Ancient Stadium project. This section states, "In 2008, funding worth 3,112,818.95 lev (£1,329,694.78) was granted from various international programs for the implementation of five projects. One of the most significant among them worth 1,754,037.20 lev (£749,267.51) was for preservation, rehabilitation and urban renovation of the Ancient Stadium of Philippopolis financed by the Financial Mechanism of the European Economic Area" (Municipality Plovdiv, 2014: p.134).

Although entitled Preparation and Implementation of Projects and Initiatives, the document does not illustrate any details or procedures for implementation, nor does it include details about the 15 qualified experts. The document does not cover any further details regarding the Ancient Stadium or other heritage sites. Literature suggests that frameworks be used with steps to show what is necessary to insure policy is implemented correctly (Hrebiniak, 2006). This would provide further transparency. Additionally, with regards to the "15 qualified experts responsible for developing and preparing proposals", questions can be raised whether these experts are qualified to work with heritage. The Municipal Development Plan covers a wide range of sectors. Accordingly, being an expert in one sector does qualify him or her make decisions about heritage.

Respondent C mentioned that there were plans with regards to the process of implementation. "About the strategies and plans, we have policy books. In each one there is a special section written with interim assessments on the implementation process such as reporting et cetera. This is done in the midterm." This statement implies that a process is in place, nonetheless, the document does not specify what these steps are, nor did Respondent C elaborate further. The policy books were not provided during the time of the study.

Respondents whose priorities focused more on the heritage sites stated that the original plans are often changed during the implementation phase. Respondent E said, "Strategies are developed, so much money is spent, and there are so many ideas. But they never match our vision or the vision for the cultural heritage. It is devastating. They see it totally differently. We should work hand in hand but that is not the case at the moment."

Respondent B said, "Most of the time, policy or plans are realised differently and are not done properly. It is not professionally or culturally like the way it is done in Western or Northern Europe. This may be because of builder capabilities and competencies, money, financing." Respondent B further stated, "We did some

work on restoration, conservation and preservation, but things have happened, and I don't know how to describe this other than to say it is contrary to all the international documents and policies that Bulgaria has written. They built structures which had never been there in the past. These were meant to make the place more comprehensive, but they basically ruined it."

Respondent E stated, "Someone really wanted an excavation done in front of the post office in the centre. Underneath is the Roman Forum, which we have already partially opened. Now, it is unfortunately not correctly exposed. This is a problem. It was sold and the owner wanted to build on it, to just take out the excavations, and build garages and glue the excavations on top. It would have been 4 stories high like the post office. There we fought too. Thank God for this mayor. We have the mayor's sympathy and the person who bought the property will be given back the money. Now the property can be shown to the public. We are starting to do new excavations in front of the post office, but much less because a lot of it is destroyed."

Respondent I echoed these situations and said, "They just continue to restore old heritage sites without knowing how and where or why the heritage site was. This is what the city is doing right now and only three days ago we had another press conference on this matter. We are really trying to communicate with the public society trying to make people take more initiative with the matter."

Several respondents spoke at length about policy implementation. Most of the respondents claimed that plans were either not implemented, or were implemented differently than originally intended. It was noted in the literature review that the aim of a policy is to execute the plan (Chimhanzi, 2004), however it was found that often, plans are either abandoned or partially implemented (Lai et al., 2006; Krutwayshe and Bramwell, 2010).

It seems that there is a need for a more explicit and formal process for the implementation phase of the plans for heritage. This is because firstly, the main strategic document does not provide a lot of details despite mentioning implementation. Secondly, majority of the stakeholders stated that there were no clear implementation policies for heritage. Although Respondent C mentioned above that there were books, assessments, processes and time frames set for implementation, these statements could be attributed to their role in the development of planning for the municipality.

Scholars suggested that policy plans are sometimes changed in the implementation stage (Noble, 1999; Rapert et al., 2002). This can cause a great deal of frustration (Noble, 1999; Krutwayshe and Bramwell, 2010). One reason why policy is implemented differently from the original planning is because of the way the policy is communicated (Stevens et al., 2010; Noble, 1999; Noble and Mokwa, 1999; Rapert et al., 2002; Peng and Litteljohn, 2001; Krutwayshe and Bramwell, 2010). With this, it is important that the main municipal policy has more details regarding policy implementation. The document should include guidelines to ensure that implementation takes place with efficient and effective practice (Dimitrova and Steunenberg, 2011). The guidelines could include a ranking of what needs to happen first, second, and so on (Hrebiniak, 2006). In doing so, those executing the plans would not have the opportunity to do what they think is the most important. Rather, they would follow a logical sequence that was created by those who are experts in planning.

A seminal study conducted by Noble (1999) found that challenges in the implementation process stem from management having different experiences, priorities, and levels of power. Other studies echo this and state that the organisation of the overall system and the speed of decision making could also be barriers for proper implementation (Krutwayshe and Bramwell, 2010; O'Toole, 1995). This suggests that implementation barriers are systemic. This reiterates the

need to consider the structure and the overall process. This is put forth in more detail in chapter 5.

4.7.2 Ensure Compliance

The Municipal Development Plan 2014-2020 implicitly addresses compliance in a section entitled Indicators for Monitoring and Evaluating Plans. "Indicators for monitoring and evaluation are defined according to the strategic objectives and priority areas of the strategy. The system of monitoring combines two main components - impact indicators tracking the degree of fulfillment of the objectives and outcome indicators measuring the effects of the implementation of measures under the priority areas. Both types of indicators are introduced due to the requirements of methodological guidelines for development of the Municipal Development Plans for 2014-2020 year. The indicators are selected in line with regularly maintained information on national and regional levels. Indicated elementary, intermediate and target values. Indicators for monitoring and evaluation are tools for the preparation of annual reports on the implementation and subsequent evaluation of the plan" (Municipality Plovdiv, 2014: p.13).

The document includes further details for monitoring, assessing and updating the plan. This section is five lines long and provides very few details regarding the required actions. It does state that a timetable should be used for action, but the timetable is not included, nor does it specify any duration. Studies suggested that a systematic process for evaluation and change management be in place (Stewart and Jarvie, 2015).

When asked about the practices for compliance and monitoring the implementation of plans, Respondent H emphasised that compliance focused on finances. Respondent H said, "We have a special law regarding how to spend the public's money. The Ministry of Culture can also send specialists and they approve the final results. We have internal monitoring and a special structure in

the municipality. We have another financial body that is governed for finances. A few different authorities are monitoring the municipalities, especially the public authorities. For monitoring money, we have the Ministry of Finance and the tax department."

When other respondents were asked about compliance, more emphasis was placed on the heritage sites. Respondent A said, "With compliance on heritage sites, you have a builder, the author of the project, a supervisor who is private and commissioned by the municipality and a building supervisor. If it is a monument of culture, you have people from the ministry and a whole commission that agreed with the project. Then, after, when it is already built, they come to accept the project to see if everything is going on."

Respondent B said, "You need to go and see if the project is managed correctly, but this is something that should be done by the financing body. And if you know that something is going on and the builders are doing something wrong, or if you want to change your mind about something, modifications are made. A few projects have been done and supervised better than a lot of others."

Respondent E said, "There are companies employed to make sure the work is done properly, but with cultural heritage, it is complicated. There needs to be people that have knowledge in the field. There are companies to hire qualified people, but this is not the case. We need proper companies with people in place that have experience in heritage." This statement is in line with Minarro-Viseras et al., (2005) who suggest that effective operations rely more on soft factors because insufficient managerial practices lead to problems. Compliance leaders with strong tactical skills and education are necessary (Nutt, 1987). Research recommends that structures created for compliance be more proactive in monitoring and intervening (Pendlebury et al., 2009). Additionally, the frequency at which audits are carried out should be tailored to the liability that location poses (Maintain Our Heritage, 2004; Pendlebury et al., 2009).

The statements made by the respondents reflect what was mentioned earlier in the environmental assessment section. They repeated the lack of finances, the weaknesses with human resource capacity, and the complicated structure of the system for heritage sites. Further to this, in the implementation section of this report, several respondents mentioned that the concept for the heritage sites is sometimes changed. These statements reiterate the need for a more elaborate internal and external assessment specifically for heritage management. In doing so, the weaknesses and threats can be highlighted and changed to opportunities.

Another factor that leads to barriers in compliance is related to the implementation process itself. If guidelines were in place for the implementation process, explicit steps would provide greater transparency. Additionally, steps could include a framework for compliance. This could address the communication and coordination. Additionally, it could determine who enforces the compliance.

An additional factor that may be influencing the implementation and the compliance includes the overall structure of the system. The hard factors, or structural variables, include different institutions with different dynamics between the different hierarchies (Noble, 1999; Slater and Olson, 2001). This directly causes barriers with the coordination and communication leading to a lack of compliance in the implementation phase (Beer and Eisenstat, 2000; Chimhanzi, 2004; Slater and Olson, 2001). In addition to the hard factors, stakeholders who hold different priorities have an impact on the way policy is processed (Yang et al., 2010; Peng and Litteljohn, 2001; Pendlebury et al., 2009). These focused mainly on economic priorities and heritage authenticity priorities. In other words, the priorities, the system and the process need to be considered in order for compliance enforcement to take place.

4.7.3 Policy Evaluation

4.7.3.1 *Perform Corrective Adjustments and Document Changes*

The Municipal Development Plan 2014-2020, Section 6.1 implicitly includes a brief section regarding change management in the monitoring and evaluation process. It states, "The objectives of the system are to determine the extent of implementation of the planned objectives, monitor compliance of the plan with the changing conditions and to justify the need to update it." The document then states in section 6.3, "The mayor of the municipality organises the process in terms of constant coordination and communication with and receiving approval authority - municipal council. The municipal council is designated as the primary supervisory authority" (Municipality Plovdiv, 2014: p.176). In other words, the mayor manages the change process.

These statements suggest that the evaluation process is measured against the outcome of the planned objectives. They also suggest that compliance is monitored and that changes are justified and somehow updated. Furthermore, the document specifies that the mayor is involved. Although the document mentions change, there are no further details regarding how the changes are made or justified. Nor does the document state whether the process is documented or how the changes are recorded.

When asked how plans were changed while being implemented, Respondent C discussed a procedure for policy change. "When change deserves something important, we seek the full cooperation of the local authorities and then are obliged to inform the Municipality. The Municipality makes the final decision. Every change in policy is done through the Municipal Council. This is the parliament. They are the councillors. They are not just there to approve strategic documents. They may also make changes."

When asked how changes were made while a plan was being implemented, Respondent E said, "The firm that was commissioned to do any work is responsible for delegating all the changes necessary. Sometimes things are changed on the spot such as materials. Changes in the law are not required for such things. If a project is created and the corrections are made by someone on the top, the people then just have to do what they are told. The key players are informed and then the change is done."

The statements above suggested that respondents knew that a process for change management came from above in the ranks of power. With the exception of Respondent C, no other respondents indicated that the mayor and the Municipal Council led the process. This may be because Respondent C has direct involvement in the process and was a key person in creating the documentation for the Municipality. The Municipal Planning Document and the respondents' answers suggest that the process of change management needs to be more transparent. A systematic process could include guidelines. These guidelines could be set for the entire implement process. This would include the change suggestions, an evaluation of whether the change would be beneficial, and the methods for implementing the change (Stewart and Jarvie, 2015). Scholars suggest that an expert committee be employed for this process rather than the Municipal Council. This is because policy makers might be sensitive to the change and to any mistakes they may have made in the initial planning process (Bakri et al., 2012; Hall, 2011b). Additionally, an expert committee that was not related to the Municipal Council would more likely document changes with less error and bias (Hrebiniak, 2006).

For policy learning specifically, there was nothing in the Municipal Planning Document 2014-2020.

When asked about policy learning, Respondent H said, "The system used to be completely different. The society was sick from this. The normal regulations did

not work, I mean the church and the main traditional institutions. So, 25 years ago when the liberation came, we started to build up the country, the economy and everything. For sure we have a lot of problems. But also for less than 20 years we have tripled our GDP and we have had a lot of successes. We have a good future also. We have a lot of problems sure, and maybe not all of the public money invested the best way. But this is a normal situation in every country in the world. You can find a lot of people in every country who are not really happy with their politicians and what's happening in their country. Bulgaria is the same. In general, we are on the right way. And also with preserving the heritage.”

Respondent C stated, "The success of the institution may be measured if you judge the objectives that were set and if these objectives or goals were achieved. This includes what was written in the plan and us at the institution. We plan what we wish to achieve over the year and what should be the priority sites. We also look at how we can improve our work with the view of raising more revenue. When the statistics show that we have improved our results, this means that we have some success. But me, I believe that more is possible, and I have this ambition to strive for more than what is planned and this is a fact. And if I can make a comparison with 2012, in 2013 we had 100% growth of our revenues from sales in visitors in sites. We also have external and municipal funding which came that did not exist here ten years ago. So I think that we had some successes slowly, but I hope that there will be a change for the people who are here and for the tourists who come to see.”

Respondents H and C were high-ranking managers elected into the system and were directly responsible for creating policy and plans for the Municipality. When asked about how policy learning took place, their perspectives were optimistic and focused on the economy. For these respondents, increased GDP and revenue reflected learning and success. The other respondents suggested different perspectives with policy learning.

When asked about policy learning, Respondent B said, "When we raise the awareness of the people through realising heritage in a proper manner, this is the greatest success. When I assess my performance, I still have a lot of work to do. I want to improve my education, practice, and my personal approach towards people. I need to be patient. It is a journey."

With the exception of the above comment, other respondents revealed certain managers and indicated blame for certain actions. This indicates an emphasis on accountability (Hrebiniak, 2006). All respondents during some point of the interviews blamed the system. Other respondents who worked at the local and national level blamed certain stakeholders who have decisional and managerial power. This suggests that there needs to be a clear policy regarding the errors and the learning that takes place during the planning process (Fiorino, 2001; Hall, 2011b; May, 1992; Bramwell and Lane, 2011; Bennett and Howlett, 1992). The policy needs to incorporate a system whereby individuals are not held accountable (Olejniczak, 2013; McCool, 2009) and policy learning is a part of the process.

The following table indicates whether mechanisms are in place for implementation based on respondent statements.

	yes	no	Recommendations
PHASE 3: IMPLEMENT			
Implement Policy According to the Plan		no	Measures for implementation ought to be created. Although the Municipal Development Plan 2014-2020 mentions implementation, there are no detailed measures for the implementation process. Several respondents stated that concepts were changed and policy was implemented differently than the original plans.
Ensure Compliance		no	A system of compliance is recommended. It is also recommended to consider hard, soft and the mixed factors.
Ensure Policy Learning		no	Respondents place blame on the system and on certain policy makers and institutions. Policy learning with an emphasis on limited accountability is recommended. Respondents did mention that a procedure was in place for modifying plans. The details for the procedure should be added to the Municipality Development Plan.

Table 4.7: Phase 3: Primary Research Results of the IMPLEMENT Phase

4.7.4 Implementation Phase Summary

The Municipal Development Plan 2014 - 2020 includes sections about implementing policy plans, the preparation and implementation initiatives. Despite this, the sections are limited and omit details, procedures or the criteria for the experts responsible for developing and coordinating the management. Respondents indicated that when plans were implemented, often, the concept was changed. This indicated that the main municipal development plan should include more details regarding the regulations for compliance and change. There was a section for compliance in the Municipal Development Plan 2014 – 2020, but this section also lacked details regarding the required actions. When discussing implementation, respondents referred to the weaknesses and the threats of the strategic capabilities of the overall system. They also referenced barriers to the soft factors (differences in priorities between stakeholders), the hard factors (the overall system and hierarchy) and the mixed factors (individual mechanisms for

the process to be implemented). With regards to policy learning, some respondents were reflective and indicated that Plovdiv does learn from its mistakes and is improving. Their responses were based on the increased revenue generated through tourism. Those with the authenticity and educational priorities were less optimistic and blamed the system or certain authorities. The following chapter explores the key issues further and provides recommendations.

5 Chapter Five: Conclusions

5.1 Introduction

This chapter will present the conclusions and recommendations. The chapter begins by illustrating the achievement of the research objectives. The chapter then suggests research implications for practitioners and academics. Following the implications, the chapter looks at the study limitations, recommendations for future research and a summary.

5.2 Achievement of Objectives

The project set out to determine how stakeholders of heritage attractions apply strategic management for their business planning and development. A case study method allowed for a detailed analysis of a specific case, Plovdiv, Bulgaria (Bryman, 2012). The research design was conducive in relating the aim to the end results through a series of decisions made throughout the study (Trafford and Leshem, 2012).

5.2.1 Objective One: Create a framework to help heritage managers strategically assess policy planning for heritage sites

The first objective was achieved since a framework was created systematically grounded on generic strategic planning models. The framework phases and steps were based previous heritage and tourism related research. The phases and steps included time frames, the vision, assessments, research, evaluations, transparency, implementation, compliance and policy learning. The steps consider the gaps and recommendations within practitioner and research implications highlighted in the literature. For more details, refer back to Figure 2.1.

The framework was crafted to determine whether effective strategies are being used in the heritage management sector. The framework was directly applied in the primary research and findings were based on the main themes from the framework.

The pursuit of this objective determined several new findings. The framework needed to be developed because strategic policy-planning frameworks specifically for heritage management are scarce. Practitioners currently base policy planning for heritage on broader sector models such as tourism or generic strategic plans. Nevertheless, one model does not fit all scenarios (Garrod and Fyall, 2000; Dutta and Husain, 2009; Leask and Rihova, 2010). Tourism and heritage sectors are different in terms of the specific requirements to ensure sustainability.

The second finding from creating the framework included the importance of a comprehensive stakeholder assessment. Stakeholder involvement in policy planning is crucial. Accordingly, planning frameworks for heritage managers need to involve the concepts of stakeholder theory: identification of stakeholders, their power and priorities.

The third finding for this objective highlighted the implications for implementation. If a systematic plan is not thoroughly followed, plans often derail and implementation is undone.

5.2.2 Objective Two: Identify stakeholders and explore their involvement in the planning process

The second objective was achieved throughout the decisions made within this study. The second part of the literature review and the second ring within the conceptual framework highlighted the importance of the involvement of stakeholders from the start of the planning process. The literature review provided a theoretical foundation to identify stakeholders, their levels of power and their priorities. It also helped to create interview questions for a pilot study to determine people directly involved in managing the heritage sites in Plovdiv. Question formation for the main study was based on three themes; assess, create and implement policy for heritage sites. The questions about stakeholder involvement were merged together with the strategic planning questions because the concepts

are inter-related. Moreover, the questions could explore stakeholder engagement in depth.

The main findings from the literature established that stakeholder assessments are rarely done formally in relation to heritage management (Sheehan and Ritchie, 2005). Tourism related literature illustrates several stakeholders for the tourism sector, such as tourists, local employees for hotels and restaurants, and management from competitor destinations. Yet few stakeholders are represented in literature for the heritage sector. The community is highlighted as salient stakeholders but often, the community is not involved in management or decision making (Aas et al., 2005; Garrod et al., 2012).

Another main finding from this objective was the priorities of stakeholders often differ (Pons et al., 2011). Different stakeholders in the tourism sector have priorities either in economics, service quality, marketing, education or authenticity for sites. Cooperation, trust and collaboration are limited if there are so many different priorities by stakeholders (Pons et al., 2011; Reed, 1997; Hall, 2008).

5.2.3 Objective Three: Apply the Conceptual Framework to find out how heritage sites are managed in practice and the engagement of stakeholders in the process

The third objective was achieved since input from the stakeholders created an inventory of contributing elements that were mapped against the conceptual framework. In other words, the information provided by the stakeholders suggested a contextual evaluation.

The literature review and the analysis were both tailored to directly reflect the contents of the conceptual framework. The analysis chapter was meant to demonstrate stakeholders, their levels of power and their priorities. Additionally, the chapter determined whether policy makers for heritage in Plovdiv assess, create and implement plans. The stakeholder experiences were mapped against

each phase and step within the prescriptive framework. The framework was used to evaluate stakeholder engagement and the extent heritage managers use strategic policy planning for their heritage sites. In essence, the conceptual framework facilitated the guidance and achievement of the aim by answering the research question posed at the start of the project.

The main study incorporated interviews with several stakeholders directly involved in managing the sites. Results from the interviews determined the stakeholders' levels of power and their involvement in the different stages of the planning process. Respondents who were interviewed were presented with a list of stakeholders and asked to specify additional details such as the roles and power levels of each stakeholder in the organisation.

Thematic analysis was used grounded on a semantic approach from the stakeholder theories and the strategic policy planning theories that were highlighted in the literature review. These stakeholder themes were the foundation for the primary data interpretation.

The main findings of stakeholder involvement were that stakeholders had difficulty identifying others involved in managing heritage sites locally and nationally. There are different levels of stakeholder power nationally and locally. With regards to stakeholder involvement, the research showed that few of them were involved at certain stages of the process due to the hierarchy of governance. This excludes certain stakeholders from having an equal say throughout the process. Lastly, it was found that stakeholder groups have varying priorities. These priorities were divided into themes of economic, marketing, service, education and authenticity. From this, there were indications of disagreement and distress among stakeholders because their priorities often conflicted or they felt their contributions did not matter.

Findings uncovered that strategic planning was more of an informal process. There was a strong indication that planning for heritage was complex due to the bureaucratic systems in place. All respondents interviewed indicated that there were coordination and priority issues between the national and local levels of government. Although there were legal frameworks for policy implementation, some stakeholders raised issues regarding levels of trust and transparency. Majority of the stakeholders specified that there was a lack of transparency with how policy was assessed, created, and implemented. Seven out of nine stakeholders expressed a lack of trust due to the dispersal of policy information from the assessment stage to the implementation stage for heritage. It was also found that managing heritage is sometimes a reactive practice. Some stakeholders suggested that frequent elections, limited resources, and external pressures cause managers to act hastily. Additionally, planning for heritage is embedded in the city's general tourism plans rather than being a strategic policy on its own as a separate sector. Four stakeholders stated that within tourism plans, sites are acknowledged, however, the heritage sites do not have specific plans for conservation, restoration or management. This reiterates that tourism plans and heritage plans are different in terms of their requirements (Garrod and Fyall, 2000).

5.3 Academic Implications

As mentioned above, a comprehensive framework was proposed based on previous research reviewing strategic planning for heritage sites. The framework is new in terms of its content. Often strategic plans are more general for tourism and have three generic phases inclusive of assess, create and implement. This research developed the concept further and added steps based on the gaps and limitations addressed in the literature on previous studies.

The framework is unique because it includes a comprehensive stakeholder analysis. In order to determine levels of stakeholder power, a sub-framework was modified and created based on Arnstein's (1969) Ladder of Citizen Participation

and Green and Hunton-Clarke's (2003) Typologies of Participation. Both frameworks were modified, merged and applied within this research.

The study has contributed to an understanding of stakeholder perceptions of sustainable policy planning for immovable heritage sites. This study explored the views of stakeholders on policy planning for heritage in the context of a developing country within the European Union. All stakeholders acknowledged and agreed that strategy in planning is beneficial. They also acknowledged that communication leads to greater success in implementing policy. Every stakeholder mentioned that current systems for policy planning were flawed and needed further attention.

5.4 Managerial Implications

This study demonstrated the importance of policy planning for immovable heritage sites. Several practical implications were underscored throughout the literature review and the primary research. The managerial implications will help to further improve the strategic performance, management, and development of the heritage sites. Although the research focussed on Bulgaria in a specific city, other stakeholders of other heritage sites with similar circumstances could benefit from the study because the ethos or the basics of management are the same. The context used was a developing country; nonetheless, many of the concepts are transferrable, especially for developing European countries. The main recommendations can be a reference for other destinations.

1. Use a more systematic and comprehensive planning process for heritage sites

Adapting a new holistic approach to policy planning can be a step forward in reducing conflict (McClean, 2010). The literature review highlighted that the use of a single comprehensive policy-planning framework specifically for heritage can be a guide for all stakeholders to follow systematically (Inskeep, 1991). The primary research found that the city does not use a holistic framework and gaps appear in

the current system. The use of a more comprehensive framework would eliminate the notion of policy being "chaotic" as one interviewee described the process in the primary research. The use of a prescriptive framework would guide managers to implementing key concepts for sustainability. It would also allow for an identification of gaps in a current system of management for heritage. These gaps could highlight which steps require more attention within the analysis, creation or implementation phases of policy. The framework can also be used as a checklist since elections take place and policy makers change. When this happens, new policy makers can know what has been done and what needs to happen. Additionally, if all stakeholders were involved, their varying strengths to ensure sustainability could be used as assets throughout the framework process. Each stakeholder interviewed for this study acknowledged the benefits of strategy in planning. This awareness needs to be put into action (Aas et al., 2005).

2. Have a clear vision for the heritage sector

The research findings showed that there is not a specific vision for the heritage sector. The vision set forth by the Municipality was broad and lacked a clear direction and focus. Additionally, the respondents were unable to understand the main vision. The stakeholders highlighted a lack of clarity with the management process, priorities, and with the assessment of the preservation work.

It is recommended to involve stakeholders with different priorities from different levels of power to come together and create the vision for heritage. In other words, different stakeholder representatives could be a part of the creation of the vision. In doing so, the concept of stakeholder engagement would be upheld. It is important to note that stakeholders often are a part of the process whereby the vision becomes reality (Raynor, 1998). Therefore, the vision should provide guidance for leadership.

3. Conduct thorough internal and external assessments with explicit details

The primary research results indicated that a more thorough analysis with the internal and external assessment was necessary. The Municipal Planning Document included a SWOT analysis for the municipality. Nonetheless, stakeholders revealed several additional factors specified for the heritage sector. These factors demonstrated a limited assessment with regards to the political, economic, and legal factors. Additionally, weaknesses with human resources were repeated throughout the interviews. It is recommended that the Municipality conduct regular, on-going and thorough assessments using more comprehensive frameworks. This would include the use of a PESTEL, Degrees of Turbulence or a Value Chain framework specifically for the heritage sector. After the assessment is completed, it is recommended to illustrate details in the Municipal Planning Document when the assessments were conducted, who specifically conducted the assessments, how the process took place, and the results from the assessment.

4. Ensure a transparent system for prioritisation

The results from this study indicated that a system for prioritisation was in place, nonetheless, the details for the process were not transparent. The document contained no details regarding the criteria for prioritising sites or the process for creating scenarios. Much like the recommendation for creating a vision for the heritage sector, stakeholder representatives with different priorities and levels of power could set criteria for prioritising policy. After the criteria is set, the system for prioritisation should be published in the Municipal Plan for Development. This practice would encourage stakeholder engagement and transparency (Jahansoozi, 2006; Tallberg, 2002).

5. Set clear guidelines for implementation

The results from this study indicated that less attention was given to the implementation phase of policy planning. The Municipal Development Plan indicated that legal frameworks existed for policy implementation; nonetheless, respondents indicated that there were barriers with implementation. With this, it is

recommended to include guidelines to ensure that implementation is done efficiently and effectively (Dimitrova and Steunenbergh, 2011).

It is recommended that the policy guidelines be explicit and incorporate details as to who are involved in the process, how the process is documented, and what the time frames are for the process. The guidelines should indicate what needs to happen sequentially. The guidelines should also include a system for compliance, details for change management, and a system for policy learning. The guidelines could address communication and coordination during the implementation phase. Additionally, the guidelines could determine who enforces the compliance.

Like the process for creating the vision and the priorities, it is recommended that the guidelines for policy implementation be created by a representative committee made up of stakeholders with varying priorities and levels of power from different municipalities. Specifically for Bulgaria, the implementation policy could be used across every municipality. This would demonstrate standardisation in governmental procedure. More stakeholder involvement and transparency within the implementation phase would lead to greater accountability and levels of commitment by different stakeholder groups across the country (Hrebiniak, 2006).

6. Educate stakeholders further regarding sustainability and heritage preservation

Results from this study indicated that some decision makers lack knowledge about sustainable practices for heritage preservation policy. One stakeholder mentioned that training sessions are available for specialists at the national level of government. Five stakeholders indicated that training was not available at the local level. Stakeholders mentioned that education about heritage preservation happened from a theoretical perspective in the universities, however, they noted that there was no training available from a practical level. Furthermore, six stakeholders said that decision makers had no previous training for heritage preservation, yet were creating policy for the use of these sites.

It is recommended that regular training sessions take place regarding heritage conservation, preservation and maintenance for all decision makers of heritage sites. If a prescriptive framework is continuously applied for heritage management, then the internal assessment step within the framework could identify what kind of training needs to take place. Stakeholders who are experts in that particular field could offer the training. Topics may include maintenance techniques, methodologies, or current sustainability practices (Wu et al., 2011). If the conceptual framework were to be continuously applied, training could take place on an annual basis.

7. Conduct on-going formal stakeholder analyses

In terms of the heritage management process, this study demonstrated that a thorough stakeholder analysis is incomplete and informal. The overall coordination, policy regulation, and legislative structures could be better understood if stakeholder groups, their priorities and power rankings between were clearly identified.

In order to have a more formal process, it is recommended that a committee of different levels of stakeholder groups, from the community up to the national levels of government, be selected to take part in the thorough stakeholder analysis. If different committee members were selected, each with different roles, then the stakeholder analysis could be more impartial. This committee could then provide transparency with who exactly is involved in managing the heritage sites, the different roles stakeholders have in the process, levels of power and their priorities. A conceptual framework such as a modification of Arnstein's (1969) Ladder of Participation could be applied in order to determine the levels of power and priorities stakeholders have. The committee should conduct the stakeholder analysis annually. This is because the city is experiencing a great number of changes with the capital of culture bid and because the research results indicated that elections and policy changes happen frequently.

8. Bridge the different levels of power between stakeholders

The results indicated several clashes between different stakeholder groups. The differences in opinions between stakeholders with varying levels of power and with different priorities need to be reconciled in order for collaboration and communication to begin.

One way to avoid the different clashes would be to use different representatives. When decisions are being made at higher levels of governance, stakeholders at lower levels could act as representatives and take part in the decision-making. This would allow for more stakeholder engagement and transparency (Andriof and Waddock, 2002; Halcro, 2008; Bornhorst et al., 2010). In essence, a committee could be formed incorporating different levels of power and priorities. This would benefit the system since additional suggestions and opinions can be shared. Several respondents mentioned that the community was interested in heritage, yet it was also mentioned that the community might not have the level of expertise to know how to plan properly. If a representative from the community were present, he or she could bridge the gap between the levels of stakeholders. This concept could also incorporate other stakeholders at informative or consultative levels of power ranking (Greenwood and van Buren, 2010; Green and Hunton-Clarke, 2003).

9. Involve more stakeholders in decision-making for heritage

The stakeholders ought to have an easily accessible platform where they can have a voice regarding heritage management and policy. Additionally, their contributions should be encouraged with feedback and follow-up provided (Wray, 2011). This study indicated that stakeholders, including the community, wanted more involvement; nonetheless there was a lack of faith in certain groups managing the process properly. Community members and other stakeholders with different priorities could set performance goals (Kumar and Subramanian, 1998; Preble, 2005). In other words, individuals could indicate what their main objectives

are. This would allow stakeholders to be more engaged in the process and allow them to have a voice. Another method would be to employ a mediator between the community and the Municipality so that their intentions for heritage could be negotiated through an external third-party member (Preble, 2005).

10. Increase the flexibility of the system

Several respondents attributed the problems of policy planning with the bureaucracy. All the respondents mentioned that procedures took too long, the system was rigid and that decisions could not be made without consulting with stakeholders at higher levels of power. The legislation procedures obstruct the process (Niknami, 2005) and it was found that sometimes, the legislation can be a barrier for sustainable development (Angelevska-Najdeska and Rakicevik, 2012).

Based on the results of the primary research, it is recommended to make the system more flexible for stakeholders to be empowered to participate in the planning process for heritage. Setting the new committee of representatives or mediators could help to increase the flexibility by bridging levels of power and priority. Moreover, the expert committee could assess, monitor, and make recommendations for the overall procedures (Bakri et al., 2012).

5.5 Research Limitations

The research limitations for this study included the number of interviews conducted during the primary research, access to Plovdiv, access to policy documentation, and translations.

This study uses pure qualitative methods with a deductive view to determine the relationship between the literature and the current situation in Plovdiv. One limitation includes the number of interviews conducted. Twenty-six people were contacted to participate in the study while only nine people agreed to participate. These nine people were directly involved in the management of heritage, yet a

larger sample size would have enabled more responses and reliability to the results. Seven of the respondents were working at the state level and two respondents were employed nationally. This was a limitation in terms of the spread of national verses state level employed perspectives.

Because the research took place in Bulgaria, there was limited access to the location of study. Four trips were made to Bulgaria in total in order to conduct the interviews. The limited access to Bulgaria also made it difficult to receive available resources such as documentation. Policy plans were available in the Bulgarian language; however, the plans were integrated as an overall tourism policy. In other words, the policy manuals were in Bulgarian and the content was too broad for the study.

Although two planning documents were accessed, there was a limitation in accessing other government and policy strategy information due to confidentiality. Some stakeholders were reluctant to discuss some of their experiences in the planning process. There were also moments when politically sensitive issues emerged through the course of discussion. When this happened, the purpose of the research was reiterated and the respondents were informed that certain details were not necessary in order to meet the research aims and objectives. Additionally, as recommended by Christians (2011, p. 66), professional etiquette determined that the data would remain confidential in order to not "harm or embarrass" the individuals.

Translations also brought forth limitations. During the pilot study, a native Bulgarian translator was employed for the first interview. During the interview, the translator initiated the introductions and began by establishing the rapport, attaining consent for the interview to be recorded, and allowing respondents to ask any questions prior to the start. One respondent took the opportunity to ask a few questions. The questions were answered and the atmosphere was comfortable. Once the official questions began, everything seemed to proceed

smoothly. Despite having the translator, there seemed to be an active dialogue with the respondent, moreover the respondent spoke freely and at length.

While interpreting the data, there were some inconsistencies with the translations. Based on this, the recordings from the Bulgarian interview were played to another native Bulgarian translator. The recording was translated on a word-processed document. The results were then back-translated a day later. After this was done, the second translator was sent the first transcription from the first translator. This resulted in slightly different transcriptions or interpretations in some sections. The second translator was concerned and wanted to validate the professionalism of the services. Accordingly, the translator sent the two transcriptions and the recordings to a third translator. The second and third translator then collaborated and agreed on the best literal and free translation of the sentences. They highlighted the areas of concern on the transcriptions. Throughout the process, the second translator maintained contact through email and telephone in order to communicate the progress of the project.

This limitation reinforced the use of hiring multiple translators and confirmed the use of having extra questions in addition to the main questions. The limitations from the pilot study underscored the importance of limiting the number of translations needed for the main study.

5.6 Recommendations for Future Research

This study offers several opportunities to generate new insight for strategic policy planning in the heritage sector.

- The conceptual framework can be used to evaluate the policy for heritage in other cities, especially other Bulgarian cities. Firstly, the framework can be used to develop current policy planning in a given destination. The framework could also compare the policy plans of two or more cities within

a country and highlight best practise among the stakeholders involved in management. While further research and application is necessary to test the comprehensive framework, the wider purpose and implications for the framework could help in overcoming poor strategic practices for the sake of heritage.

- Future research could indicate whether stakeholders in other cities viewed policy for heritage and their roles within the system similarly. Research indicates that the concept of comparing stakeholder perceptions across different groups and regions is not established (Aas et al., 2005). The results from such a study could raise an understanding of different perceptions and stakeholder challenges. This could in turn lead to future collaboration or alliances (ibid, 2005).
- Surveys could be issued in order to gather statistical data to triangulate against the themes generated from the interviews. Furthermore, involving more stakeholders could provide more reliable results regarding the process for managing heritage. This research could involve stakeholders who own heritage sites or homes. For this particular case study, no private owners of heritage sites were interviewed.
- Future research could investigate whether more mechanisms are being put into place for transparency for the community. The study could demonstrate the perceptions of the local community regarding the policies for heritage preservation. Elected officials are meant to represent the citizens' viewpoints (Olsson, 2008). It would be interesting to reveal whether the heritage management practices reflect the community's vision.
- Longitudinal studies could apply the framework continuously to determine how stakeholder involvement and policy implementation progresses as Plovdiv nears 2019 and being the European Capital of Culture. Future

research could indicate if there is any momentum after 2020 when the Capital of Culture events are finished.

5.7 Summary

This chapter demonstrated the achievement of all objectives set forth at the start of this research project. A conceptual framework was created and included several steps identified as crucial for heritage policy planning based on a thorough literature review investigation. The framework was designed to determine whether strategies were used for immovable heritage preservation. It was found that frameworks specifically designed for the heritage sector were scarce. Additionally, a comprehensive framework includes a stakeholder analysis to determine who was involved in managing heritage, their levels of power and their priorities.

Stakeholders who manage heritage were identified and interviewed. Stakeholder involvement in policy planning for heritage was found to be limited at times. Furthermore, there were a number of different priorities between stakeholders. This caused conflict and trust issues.

Stakeholder responses were mapped against the planning phases and steps within the framework. It was discovered that with strategic planning, several processes were in place. Nevertheless, more details needed to be included in the Municipal Planning Document. As for the overall planning process, more attention was needed within the implementation phases of policy. It was also found that planning was more general and focused on a vast number of sectors within the municipality rather focusing solely on the tourism sector or on heritage sites alone.

The academic implications included the conceptual framework. The study also contributed to a deeper understanding of stakeholder perceptions for policy planning.

Managerial implications included recommendations for a prescriptive framework for the heritage sector in order to incorporate a holistic approach to policy planning. Stakeholders who lack expertise in heritage management should have more education regarding heritage preservation. It was recommended that a formal stakeholder analysis illustrating stakeholder roles, levels of power and priorities be conducted. Stakeholders, inclusive of the community should have more communication regarding heritage planning, additionally, they should have more involvement in the decision-making process. Stakeholders have different levels of power and different priorities. With this, the levels need to be bridged perhaps by representatives who can communicate the priorities. A clear vision is needed for the heritage sector. Formal assessments within the planning process require a more in-depth analysis. There should be transparency as to who conducts the assessments and what the process was in order to conduct the analysis. Priorities and the process for prioritisation need to be more transparent. More guidelines need to be provided within certain planning elements, especially within the implementation process. Lastly, the overall structure of the management for heritage sites needs to be reconsidered.

Limitations were highlighted. The study only used qualitative methods and a limited number of stakeholders were interviewed. The research took place in Bulgaria; therefore, there was limited access to the location. There were limitations in accessing policy information due to confidentiality. Lastly, there were some limitations since the interviews were conducted in a second language.

There were several recommendations for future research. One recommendation was to use conceptual framework in other locations. Additionally, stakeholder perceptions could be compared between other cities. Surveys could be used to gather statistics. Future research could investigate community involvement and a longitudinal study could investigate how Plovdiv continues to develop policy after the European Capital of Culture years.

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Appendix 1 *Community Involvement in Managing Heritage*

The Community as Stakeholders

It is suggested that residents of a given destination have a role to play when it comes to heritage management (Garrod et al., 2012). Numerous studies imply that citizens are stakeholders and should be involved in the planning for development of the local economy and sustainability of heritage sites (Elsorady, 2012; Iorio and Wall, 2012; Jamal and Getz, 1995; Lee, 2013; Mackinnon, 2002; Mahdavinejad and Abedi, 2011; Su and Wall, 2012). It is disputed that not only should communities be seen as partners for organisations that fund heritage management, (Simpson, 2008) but as key stakeholders; the residents must be involved (Garrod et al., 2012; Jamal and Getz, 1995). Residents best understand how the society adapts to change and are most effected by policies implemented and how they are a part of the tourism product (Nyaupane, Morais, and Dowler, 2006).

Benefits Involving the Community

A community is empowered by having a role in decision-making regarding heritage management. Through the process, they can identify the links between themselves and the tourism product. This in turn leads to greater sustainability (Hwang et al., 2011). One study found that when local residents are not involved in heritage management, tourism companies and migrant vendors regulate the economy in that location (Nyaupane et al., 2006). Moreover, they dictate the image of that local community. Visitors travel for heritage and the cultural experience alike. If the community is fundamental to the heritage experience, they should be involved (Garrod et al., 2012).

Disadvantages involving the Community

In some cases, it was found that community involvement adds additional costs to planning and they often have higher expectations than what can typically be managed (Aas et al., 2005). When a destination becomes very popular, more people have a vested interest and it becomes challenging to balance the various perspectives, capital and control (Jamal and Getz, 1995). Some communities have a limited awareness of the industry, capital investments, conflicts between stakeholders, and knowing who exactly all the stakeholders are (Simpson, 2008; Aas et al., 2005). Residents from small communities may not have ever been tourists themselves and often cannot see opportunities or reimbursements from sustainable heritage management (Iorio and Wall, 2012). Research results from the case of Luang Prabang, Laos found the community did not have the knowledge about heritage sites, preservation or management thereof (Aas et al., 2005). It can also be questioned whether community members have the capacity or knowledge to make strategic decisions about a site (Tosun and Jenkins, 1996).

Reed (1997) suggested that newer members might seek more in their communities with regards to management strategies whereas older residents may have more comfort in the way things are currently managed. This may cause politicians to listen to older residents as their votes are more predictable (Reed, 1997). There is also a question of supervising stakeholders. Involving all stakeholders in decision-making might imply strategically managing them in addition to managing the sites (Sheehan and Ritchie, 2005). It was found that involving the community is overly idealistic and very difficult to control (Hall, 2011a).

Despite the debate in whether or not to include the community in policy planning for heritage sites, it was found through numerous studies that residents need to be identified as stakeholders, communicated to about policy, and provided with transparency (Aas et al., 2005; Elsorady, 2012; Garrod et al., 2012; Jamal and Getz, 1995; Lee-Ross, 2004; Lee, 2013; Midgeley et al., 1986; Nyaupane et al., 2006; Reed, 1997).

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Appendix 2 *Tourism Typologies in More Detail*

Getz (1987) found that the first tourism typology was observed to have started in the 1850's and was coined boosterism. Planners wanted to *boost* or improve the image of destinations in order to attract more tourists. This evolved into an economic typology that recognised how managing and assessing the economy due to the tourism growth was of importance. The concept of economic tourism planning started in the 1890's and continues to be prevalent in the present. The third typology for tourism planning also began in the 1890's and was based on physical or spatial elements of zoning. This was largely due to an awareness of the natural environment, although the idea of conservation was initially researched in the 1960's. Tourism planning then took an emphasis on community however the thrust of this type of plan gained more momentum around the 1970's (Getz, 1987). Since 1987, the purpose of tourism planning emphasised strategies for the present to not jeopardize the outcome for future generations (Mason, 2008; Simpson, 2001). Hall (2008), added sustainable tourism to the list of tourism typologies and noted that debates regarding sustainability started in the 1890's, right at the advent of national parks in the United States. It was also noted that sustainable tourism is a significant concept today with increased concern over climate change, human welfare, and heritage conservation (Hall, 2008).

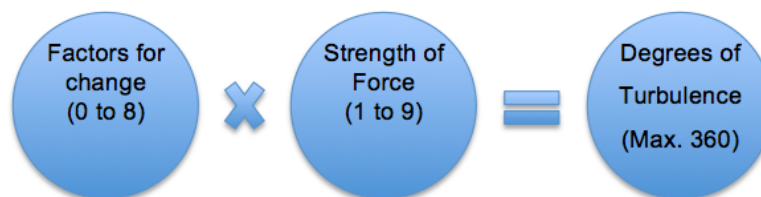
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Appendix 3 *Micro-Environmental Assessment Frameworks: The Degrees of Turbulence & Porter's Five Forces*

The Degrees of Turbulence Model was developed because it was found that there were limited tools available for smaller businesses to assess the external environment (Banham, 2010). Accordingly, the degrees of turbulence framework was created by Banham in 2005 to help small business owners conduct an assessment (Banham, 2010). Rather than assessing political, economic, social and technical factors, the Degrees of Turbulence Model (Banham, 2010) considers external opportunities and threats to be composed of forces of change, specifically technological advances, customer expectations, supplier requirements, regulatory changes, and increasing competition.

Using the framework involves three steps. Firstly, management would assign a value between 0 - 8 for each of the forces of change. For example, for each change made by management within each force, two points would be given with a maximum of 8 points per category. Secondly, each force of change is then reassessed, but from the perspective of strength. Managers would provide an additional value between 1 – 9, depending on how strong the change is. For example, if an entire new interface system were a stronger change than a customer payment processing system, the new interface system would be given a higher value. The third step would be to multiply the two numbers in each category. The lower the number, the more stable the business is. The higher the number, the more turbulent or unstable the business is.



Appendix Figure 3.1: Forces for Change Formula (Banham, 2010).

The Degrees of Turbulence Model is not widely known. Consequently, no literature exists to critique the effectiveness of the framework. Nevertheless, based on the fact that the model provides an interpretative numeric value, some managers may find more comfort in using the framework rather than utilising PESTEL or SWOT models.

Porter's Five Forces

Another framework commonly used to assess the micro-environment includes Porter's Five Forces (Porter, 1979, 1987; Ormanidhi and Stringa, 2008; Johnson et al., 2005). According to Porter's framework, there are five forces that influence organisations. These include the competition, bargaining power of suppliers, the customers, the threat of new entrants and the threat of substitute products or services (Porter, 1979). If management were to identify all of the forces that impact their organisations, they would be able to highlight the external opportunities and threats (Ormanidhi and Stringa, 2008; Porter, 1985, 1979, 1987, 1991).

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Appendix 4 *Frameworks for Internal Assessments*

The Value Chain Framework

The Value Chain is another framework for conducting an internal assessment. Several destination policy makers use the value chain in order to overcome the over-generalisations from using a framework such as the SWOT (Finkel, 2011; Kashangaki et al., 2009; Zan and Bonini Baraldi, 2013; Denicolai et al., 2010). The Value Chain (VC) was created by Michael Porter in 1985 (Porter, 1985) and was meant to be a tool that allows organisations to analyse its resources among the competition.

The VC framework consists of two activities, primary and support. The support activities are meant to investigate firm infrastructure, human resources, technology and procurement (Thompson, Peteraf, Gamble, & Strickland, 2012; Thompson & Martin, 2010). The primary activities are meant to investigate inbound logistics, operations, outbound logistics, marketing and sales, and service (Thompson, Peteraf, Gamble, & Strickland, 2012; Thompson & Martin, 2010).

Researchers commonly adapt the VC framework for a more purposeful internal assessment. The following table illustrates the some of the variations of the Value Chain and the authors who conducted the research.

Purpose of the Adapted Value Chain Assessment	How the Value Chain was Altered	Authors
Use the VC to sustainably develop a tourism destination	Activities included accommodation, F&B outlets, travel agencies, transport and shopping mapped against people's capacities	(Vignati and Laumans, 2010)
Greening tourism in a tourism destination	Activities included tour operators, transport networks, accommodation, F&B outlets, tourism site operators, recreation activities and shops. These were assessed against interventions. These interventions included energy renewables, water treatment, waste treatment, green transport, green supplies, and natural resource management	(Finkel, 2011)
How money is lost or gained through tourism in Tanzania	Activities included frontier services, operator commissions, transport, government fees, accommodation and discretionary spending	(Kashangaki et al., 2009)
A heritage chain structure, including behaviour and performance analysis	Support activities included preservation, archaeological excavation, conservation, research and museum presentation. Primary activities included performance, behaviour and structure	(Zan and Bonini Baraldi, 2013)
Stakeholder engagement with strategy development and implementation	Activities included values, alternatives, strategy, implementation and control, output. Additional activities included context, choice, calculation and communication	(O'Riordan and Fairbrass, 2014)
Value of the tourism network	Support activities included promotion, sales, welcome information, market monitoring. Primary activities included accommodation, F&B outlets, event and resource management and infrastructure management	(Denicolai et al., 2010)

Appendix 4 Framework: Adaptions to the Value Chain found in Literature

A review of the literature demonstrates that managers can revise the value chain to specify a particular approach to an internal environmental assessment. The VC

can be tailored to explicit situations and include factors under which the destination operates. Studies that applied and adapted the value chain provide more depth than a SWOT analysis. The activities within the VC avoid simplistic lists and emphasise essential capabilities and links between concepts.

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Appendix 5 *Different Research Designs*

Experimental

An experimental research design is scientific and exams the influence of an independent variable against a manipulated variable (Bryman and Bell, 2011). An experimental design is controlled (Danermark, 2001). Experimental research designs are rarely conducted with social or business related research (Bryman and Bell, 2011). Nevertheless, some studies use an experimental design when investigating the value of heritage sites (Davies, 2003; Choi et al., 2010).

Cross-sectional

Cross-sectional research designs investigate several groups at once measured against one variable (Seale, 2004; Bryman, 2012). For example Stevens et al. (2010) used a cross-sectional research design to investigate the relationships among strategic planners against the techniques they use. Some cross-sectional designs also use multiple variables against multiple different cases (Bryman and Bell, 2011). Cross-sectional designs are often longitudinal designs due to the duration at which the study takes place (Seale, 2004).

Longitudinal

Longitudinal research investigates the changes that take place in management or business over a period of time (Bryman and Bell, 2011). The study can then map out the processes and transformations over a given time frame (Seale, 2004). In tourism studies, longitudinal designs are commonly found with strategic planning for destinations (Simpson, 2001a; Connell et al., 2009). Nevertheless, this type of research design is uncommon because it is time consuming and more expensive (Bryman and Bell, 2011).

Comparative

Comparative research designs investigate a social phenomenon compared to other cases or circumstances (Bhatt, 2004; Bryman, 2012; Bryman and Bell,

2011). Comparative research designs are relatively common with tourism research. For example, Lozano-Oyola et al. (2012) compared different destinations based on their strengths, while Jimura (2007) compared the impacts of heritage sites on different communities in the UK and Japan. Comparative research might use cross-sectional designs (Bryman and Bell, 2011).

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Appendix 6 Pilot Study Interview Questions

	INTERVIEW QUESTIONS	JUSTIFICATION FOR INTERVIEW QUESTIONS FROM LITERATURE REVIEW
STAKEHOLDER THEME	<p>Who is currently involved in the planning and decision making for the management of the heritage sites?</p> <p>Who are <i>the most important key players</i> in this management?</p>	<p>1. Stakeholders should be a part of the planning process and incorporated in the initial analysis phase (Simpson, 2001b, 2001a, Ruhanen, 2010, 2004; Cooper et al., 2008).</p> <p>2. A stakeholder is anyone who has a vested interest in or is affected by a specific organisation. Stakeholders are interested in the business, acknowledged through their interest and their stake in the business is valued (Sautter and Leisen, 1999; Aas et al., 2005).</p> <p>3. In order to analyse the strategy or strategic direction of an organisation, the first step within the Stakeholder Theory is to identify who the stakeholders are and the second step is to identify the strategic direction of the stakeholders (Aas et al., 2005; Clement, 2005; d'Angella and Go, 2009; Freeman, 1984; Jamal and Getz, 1995; Michalski and Cousins, 2000; Mitchell et al., 1997; Sautter and Leisen, 1999; Sheehan and Ritchie, 2005; Tullberg, 2013).</p>
STRATEGY CREATION THEME	<p>What are the methods for creating a strategy for the heritage in Plovdiv?</p>	<p>1. The concept of strategy implies meeting goals (Hall, 2008).</p> <p>2. Strategic planning should be viewed as a different process between public and private sector businesses (Kriemadis and Theakou, 2007).</p> <p>3. Strategic tourism planning is more specific to a site, the services, and facilities that attract tourists (Gunn, 2004).</p> <p>4. Most strategies are formulated based on past experiences and exclude considerations regarding time frames, data assessments and local goals (Moropoulou et al., 2013).</p> <p>5. When policies are created and justified on past accounts, protection is deemed poor, conservation is arbitrary and physical damage often occurs more rapidly (Ibid, 2013).</p> <p>6. A common method for crafting strategies using past accounts involves using international charters such as the Burra, Venice, Amsterdam and Florence charters being used as a foundation for strategy formulation (Mohd-Isa et al., 2011).</p> <p>7. A method for crafting strategies involves using outsourced institutions to create policies or tactics (Simpson, 2001a; Tosun and Timothy, 2001; Penny Wan, 2013; Tosun and Jenkins, 1996).</p>
PLANS- PAST/PRESENT	<p>What are the plans for different sites over the next five years?</p> <p>What were the plans 5 years ago?</p>	<p>1. It is asserted that planning involves a strategic development process mixing intended and emergent plans (Bozkurt and Kalkan, 2013; Bodwell and Chermack, 2010; Johnson et al., 2005).</p> <p>2. Strategic tourism planning incorporates the concept of a sustainability; safeguarding resources attracting tourists (Connell et al., 2009; Liu et al., 2012; Lozano-Oyola et al., 2012; Wray, 2011).</p> <p>3. Strategic planning choices involve businesses questioning the current situation, where a business aims to be and the methods or game plan the company will use in order to meet aims (Thompson et al., 2012).</p> <p>4. Planning is also about an analysis being broken down and used for the future (Mintzberg, 1994).</p> <p>5. Plans are meant to be oriented for the future (Hall, 2011b, 2008).</p>

BARRIERS THEME	What are the barriers and challenges regarding heritage management?	<p>1. Strategy creation is a formal process, planning needs to include reactions from unexpected hazards or opportunities. In other words, the process is continual and those involved in the process of planning need to be constantly aware and prepared to react (Bozkurt and Kalkan, 2013; Bodwell and Chermack, 2010; Johnson et al., 2005).</p> <p>2. In order for a business to be successful, stakeholders need to collaborate, synergise, and have a mutual understanding of one another's objectives and strategic direction (Aas et al., 2005; Clement, 2005; d'Angella and Go, 2009; Freeman, 1984; Jamal and Getz, 1995; Michalski and Cousins, 2000; Mitchell et al., 1997; Sheehan and Ritchie, 2005; Tullberg, 2013; Sautter and Leisen, 1999).</p> <p>3. Research specifically for the preservation of heritage sites is often ignored due to a lack of funding (Tosun and Timothy, 2001).</p> <p>4. At times, agendas are superficial and only demonstrate that the region is doing a good job, when in fact the plan is merely a gesture (Tosun and Timothy, 2001).</p> <p>5. Sometimes, figures in the documents are adjusted in order for the ruling parties to be more popular (Ibid, 2001).</p> <p>6. Plans become a political activity and the research is ignored (Ibid, 2001).</p>
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Appendix 7 *Extra Questions for Primary Research*

Phase 1: Assess

Extra Questions

1. Who is the creator of the vision? / Who are the creators of the vision?
2. How often do the creators meet to talk about the strategy or vision?
3. How are the goals, aims and objectives created?
4. How often are current and past policy manuals reviewed and/or updated?
This includes policy documents or site manuals.
5. What determines how often policies are reviewed and updated? (to replace the question why they are reviewed every xxx years)
6. If you want to make a change in the policy manual, what happens?
7. Who is affected by heritage in Plovdiv? In other words, who are interested in the sites the most? (here give the ranking sheet after they answer the question)
8. How do you allocate resources?
9. Where do you receive the resources for the attractions or sites?
10. From where do you get site employees? Overseas? Locally? Nationally?
11. How are resources managed once you have them? (funding, human and physical)
12. What limitations do you have with these resources?
13. How are limitations addressed such as a lack of funding, a lack of skilled workers, internal conflicts, human resources?
14. What do you do to overcome limitations?
15. What are the current/future threats and opportunities?
16. How are the opportunities and threats taken care of?
17. How are the time frames determined?

Phase 2: Create

Extra Questions

1. To what extent is the EU or federal government involved in allocating finances for the sites?
2. Do you use your human resources (employees hired to work on the sites) to create strategies or plans?
3. What kinds of training or education do you use to develop the skills of your employees who work on the sites?
4. Is the training or education of employees considered in the operation management strategy?
5. How is maintenance identified?
6. How is maintenance prioritised?
7. How are development plans created (for example if they want to add a new restaurant, how are these plans created)

8. How are the preservation and impacts on sites evaluated?
9. How are guidelines or policies created to maintain and protect the heritage sites?

Phase 3: Implement

Extra Questions

1. How are community members involved?
2. Is this through emails or through a website? Through meetings?
3. Are they aware of the new strategies?
4. How is the community alerted to the changes of policy or strategy for the heritage sites in the city of Plovdiv? Is there a strategy for how policies will be implemented?
5. If yes, is this published in the policy document?
6. Is the legislation department made aware of any new policies being implemented? If yes, how are they made aware?
7. Through a policy manual, through other documentation? If yes, at what stage are they made aware?
8. Throughout the process, in the creation stage, or just before implementation?
9. How is time allotted for the implementation process? Are there deadlines made for between the time a policy is crafted and when it will be implemented?
10. How are resources (human, financial, physical) monitored?
11. How is upkeep and maintenance monitored and how often?
12. How are rules and guidelines for heritage sites monitored?
13. How are the key players informed of modifications?
14. Who are informed
15. Who is responsible delegating all changes necessary for policy modifications?
16. How is the performance of workers monitored?
17. How do you assess your performance?
18. What indicators do you use?

Appendix 8 *Interview Questions in German*

Phase 1: Assess Questions
<p>1. How is the vision (reflecting the long term goals of the heritage site) created? The vision includes the objectives and goals of the site.</p> <p>Wie ist die Vision (beachten Sie die Langzeitziele des Kulturerbes) kreiert? Die Vision beinhaltet, die Vorstellungen und Ziele des Kulturerbes.</p>
<p>2. Who are the main players involved in heritage sites in Plovdiv? Wer sind die Hauptbeteiligten die in Plovdiv am Kulturerbe involviert sind.</p>
<p>3. How do you balance the different aims and objectives of the different stakeholders? For example, one person wants to improve the image of the city but another person wants to conserve, how do you resolve these kinds of conflicts? This includes the community members and investors.</p> <p>Wie wiegen Sie die verschiedenen Ziele und Bedürfnisse der verschiedenen Akteure ab? Zum Beispiel, eine Person möchte das Image der Stadt verbessern aber ein Anderer möchte das Kulturerbe erhalten. Wie lösen Sie solche Konflikte? Dies inkludiert die Öffentlichkeit und Investoren.</p>
<p>4. How do you plan for the different resources you need for the heritage sites? Resources, for example, include funding, human resources, and or the physical resources needed to manage a site.</p> <p>Wie planen Sie die verschiedenen Ressourcen, die Sie für das Kulturerbe brauchen? Ressourcen, Beispiele sind Finanzierung, Personal und oder physische Ressourcen, die Sie brauchen um die Kulturstätten zu erhalten/betreiben.</p>
<p>5. To what extent does your strategy consider the threats and opportunities of the heritage sites? Zu welchem Ausmass in Ihrer Strategie, beachten Sie Gefahren und Chancen des Kulturerbes?</p>
<p>6. For the overall strategy design and development, are time frames created, delegated and managed? How are the time frames determined?</p> <p>Werden für die gesamte Strategiekonstruktion und Ausarbeitung Zeitfenster kreiert, delegiert und kontrolliert? Wie werden Diese bestimmt?</p>
Phase 2: Create
<p>1. How are goals and plans for heritage sites prioritised? Wie werden Prioritäten bei den Zielen und Plänen für Kulturstätten gesetzt?</p>
<p>2. What kinds of alternative strategies or goals are being considered for the various sites? For example, instead of spending money here, perhaps they use outsourcing.</p> <p>Was für alternative Strategien und Ziele werden berücksichtigt für die verschiedenen Orte? Zum Beispiel, wird Outsourcing verwendet?</p>

<p>3. To what extent is the EU, federal government influence the creation of the planning?</p> <p>In welchem Ausmass beeinflusst die EU, der bulgarische Staat, die Ausarbeitung der Pläne</p>
<p>4. How does the strategy consider the financing for all the different activities and resources?</p> <p>In wie weit berücksichtigt die Strategie die Finanzierung der verschiedenen Aktivitäten und Ressourcen?</p>
<p>5. Do you use any external sources to develop or create the strategy?</p> <p>Verwenden Sie externe Quellen um Strategien zu erarbeiten?</p>
<p>6. How often are sites maintained?</p> <p>Wie oft werden die Kulturstätten unterhalten?</p>
<p>7. To what extent are all stakeholders involved in this stage?</p> <p>In welchem Ausmass sind alle Akteure in dieser Phase involviert?</p>
<p>Phase 3: Implement</p>
<p>1. Who is involved in deciding how to communicate the new policies?</p> <p>Wer ist involviert bei der Entscheidung, wie neue Verfahrensweisen kommuniziert werden?</p>
<p>2. Who is involved in determining how the policies will be implemented?</p> <p>Wer ist involviert bei der Entscheidung, wie die Verfahrensweisen implementiert werden?</p>
<p>3. Once policies are implemented, what is the process for monitoring the success or weaknesses of the policies?</p> <p>Sobald implementiert, wie wird der Erfolg oder wie die Schwächen überwacht?</p>
<p>4. What is the process if corrective modifications need to be made on certain policies?</p> <p>Wie ist der Ablauf, falls Korrekturen bei bestehenden Verfahren gemacht werden müssen?</p>
<p>5. Are there limitations in implementing strategy or policy? What are these limitations? How are the limitations overcome?</p> <p>Gibt es bei der Implementierung Einschränkungen? Was sind Diese? Wie werden Sie überwunden?</p>
<p>6. How do you measure the success of the performance of the organisation?</p> <p>Wie messen Sie den Erfolg der Leistung der Organisation?</p>

Appendix 9 *Municipal Development Plan Plovdiv 2014-2020: Related Points*

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STRUCTURE OF MUNICIPAL DEVELOPMENT PLAN

The Municipal Development Plan of the Municipality of Plovdiv is structured in accordance with Art. 13 of the RDA. All necessary elements revealing the state of this situation envisaged strategy for 2020 as well as its implementation through appropriate measures and specific projects. Methodical, the plan combines four main parts - analysis, evaluation, policy proposals and a set of tools for implementation, monitoring and updating.

Analysis of the current situation in the municipality Plovdiv

The analysis of the current situation in the municipality describes various aspects of municipal development and ends with a summary of findings, a combination of existing problems and potentials. Identified problems and potentials are the basis for putting the SWOT analysis, which aims to highlight the most important points in historical and contemporary development of the municipality. The content of SWOT guide the necessary measures to highlight the strengths and overcome weaknesses. Analysis sets emphasis on geographical, historical and cultural feature tracked are laws in functional and spatial development, social, economic and environmental situation of the municipality.

1.2.1. LEGISLATIVE FRAMEWORK

The Municipal Development Plan of the Municipality of Plovdiv is one of the basic documents Strategic Planning and Programming of Regional Development in Bulgaria regulated by the Law on Regional Development (RDA) and the Regulations for its application (PPZRR). According to Art. 13 (1) of the RDA, the Municipal Development Plan sets medium-term objectives and priorities for the development of the municipality in accordance with Regional development strategy. Contents of the plan complies with the requirements of Art. 13 (2) of the RDA and those of the methodological guidelines of Works to develop National Strategy for Regional Development of the Republic of Bulgaria (2012-2022), Regional development plans for the areas of level 2 (2014-2020), Regional Strategies Development (2014-2020) and Municipal Development Plans (2014-2020). The scope of the development includes all the territory of the municipality. Essentially Municipal Development Plan and program to it are a management tool for the municipality in the second Planning period of Bulgaria's membership in the EU (2014-2020). ODA and liaises unity between documents at district and city level introduced by the Act Regional

Development and the Law on Spatial Planning. It helps consistency in the implementation of various strategies, concepts and plans and strategic planning of national space. Specific feature of ODA Plovdiv is reporting provisions and the provisions of developed and operational Regional planning scheme that enriches the functional relation between CSF and ODA contributes to matching strategic components of both. In accordance with Article 13 of the RDA, the plan adopted by the City Council on a proposal from the mayor, who organized and control activities on the development and implementation of ODA. Providing public and stakeholder participation in the processes of creating and implementation of the plan is a condition for the preparation of a full and lawful document management. Pursuant PPZRR Mayor and City Council jointly ensure transparency and openness of ODA activities.

1.3.2. STRATEGIC OBJECTIVES, PRIORITIES AND MEASURES

Strategic part of the plan includes the formulation of a vision for development until 2020 objectives and priority areas included in these measures. For selecting grounded, feasible and appropriate to local resources and specific proposals is attached specific approach, including the components of SWOT, studied public needs and recommendations and guidelines of the strategic documents of higher level. Proposed is a clear structure, respectable idea of an integrated approach strategic planning - Remove targets deployed in the unity of the outlined priority areas. Thus is a synergistic effect between the results of individual priority areas for the implementation of a target being more than one priority. The strategic part of the ODA developed and diversified relevant components of this part of the town IPGVR Plovdiv.

INDICATORS FOR MONITORING AND EVALUATING PLANS

Indicators for monitoring and evaluation are defined according to the strategic objectives and priority areas of the strategy. The system of monitoring combines two main components - impact indicators tracking the degree of fulfillment of the objectives and outcome indicators measuring the effects of the implementation of measures under the priority areas. Both types of indicators are introduced due to the requirements of "methodological guidelines for development of the Municipal Development Plans for 2014-2020 year." The indicators are selected in line with regularly maintained information on national and regional levels. Indicated elementary, intermediate and target values. Indicators for monitoring and evaluation are tools for the preparation of annual reports on the implementation of the CFP, intermediate and subsequent evaluation of the plan.

1.3.5. REQUIRED ACTIONS MONITORING, ASSESSING AND UPDATING THE PLAN

A system for monitoring, evaluation and updating of the plan binding functions of the participating units. Proposed a timetable for action. Described are responsibilities and powers of the units referred to the logical and temporal links between individual functions. An integration of indicators is used in the different steps of monitoring and evaluation. There has been appropriate time for the preparation of interim and ex-post evaluation and update of the CFP.

Cultural Heritage, Cultural Life and Cultural Tourism Section

The territory of modern Plovdiv has traces of continuous human presence from prehistoric times to the present. The concentration is mainly in the three hills and urban city centre. The legal protection is under different protection regimes under cultural heritage placed within a compact area of the city centre. There are a total of 700 sites including five parks, gardens and protection zones. The status was determined by a Government Decree called "Architectural museum reserve" and later called the "Architectural and Historical Reserve".

The pooled data from the last evaluation in Old Town completed in 2013 indicated the following:

Of 111 sites,

- 15 were demolished
- 21 were in danger of destruction
- 33 need a façade or complete restoration
- 19 need partial restoration treatments
- 23 are in good condition

Old Town is generally unsatisfactory, as part of sites are in danger of destruction. Sites are not carried out efficiently implementing the regulations. The main reasons for the described condition are:

- Chronic shortages of financial resources (public and private)
- Lack of mechanisms and resources to stimulate and assisting owners to implement conservation activities prescribed;
- Limited opportunities for projects arising from the property;
- Absence of a specialized unit for municipal maintenance and implementation of emergency conservation and restoration works;
- Lack of effective mechanisms developed promotion and realization of projects.

Cultural Tourism

The document was developed in accordance with the provisions of the previous Law on Tourism, Strategy for tourism development in Bulgaria 2006-2009, the Municipal Development Plan 2005-2013, municipal programs for the development of tourism in the municipality of Plovdiv period 2002-2008, and program documents of various organizations related to tourism. Period of those actions expires this year. Advisory Council on Tourism Plovdiv Municipality started work on drafting a strategy for the next planning period 2014-2020, which is based on a detailed analysis of the industry, respectively.

Annual programs for the development of tourism in the Municipality of Plovdiv are designed to systematize and realise the main objectives, priorities, tasks and activities. They comply with national and municipal sector documents. Annual programs developed by the Municipal Enterprise "Tourism" and implemented it in partnership with tourism associations, cultural institutions and non-governmental organizations.

The main purpose of the annual program for 2012 and 2013 is *"Raising competitiveness and efficiency of the tourism product of the destination Plovdiv by making full use of available cultural, historical and natural resources, improving information and advertising environment, diversification of tourist product and improvement of the quality of services."*

In recent years, programs permanently present specific objectives:

- Developing BRAND IDENTITY of Plovdiv as a major destination for cultural

- tourism in Bulgaria and a natural logistics hub of Thracian tourist area;
- Diversification of a cultural events calendar and improve the collection of accurate and timely information about cultural events;
- Increasing the number of visits to museums and heritage sites;
- Improving regional cooperation and relations with the Balkan cities.

On this basis, the focus is on promoting the destination as a strategic center of the Thracian Tourist region; diversify the traditional tourism product for development of year-round tourism; participation in specialized exhibitions according target markets, organizing forums, journalistic forms of image performance of the city advertising and promotion of tourism opportunities. For implementation of the priorities and objectives, to provide a set of activities aimed at: *construction and maintenance of tourist information centers, organization of information services for tourists and related businesses; advertising, marketing and PR campaigns; effective partnerships with actors in tourism, tourist places controls on maximum collection due, respect the criteria for service and others.*

- Under the Regulations, the Council strategy for tourism development organizes and coordinates implementation;
- develops and offers suggestions for changes in municipal program tourism development;
- organizes events on the program for development and monitors their implementation;
- adopts the annual report on the implementation of the Programme;
- develops and proposes a program for promotion of tourist product and takes measures for its implementation;
- develops and proposes actions to maintain and protect natural, cultural and historical sites;
- differentiates tourist information centers and organizes information services for tourists;
- offers events on the raising and spending of funds for tourism development;
- discusses issues related to attracting foreign investment in tourism and makes proposals for their implementation;
- assists public authorities in carrying out policy in tourism in the Municipality of Plovdiv;
- assigns the experts to workshops on the development of competitive themes or presentations of opinions with certain issues of tourism.

Specific problems of tourist services and promotion of tourist destination in terms cultural tourism

Plovdiv does not offer a single city with the exception of the tour. Each of the entities provides guided services in their facilities. Not all tickets are available for all sites in the city or in different sites. One problem is serving tourists from unlicensed guides.

An analysis of servicing tourists includes the following:

- There are a lack of information center and places that intersect the main tourist areas for guests who use the railway and Intercity bus public transport, as well as the main approaches to Old Town

- There is currently unsatisfactory aesthetics and functional organization shaping approaches to the Old Town, especially those from the northeast, east and southeast, which are particularly suitable for start / end of the tourist tours
- groups and should be considered and arranged as a "reception areas".
- Generally lacking promotional and information materials targeted and a common vision to provide cultural heritage and opportunities for cultural Tourism in Old Town in Plovdiv as a whole.
- There are drawn tourist maps of Plovdiv Old Town, which is provided free of tourists and brochures to-date information, but it is assessed as insufficient compared with current best practices and consumer demand.
- Poorly developed and small exceptions - in poor condition is the system of elements for information physical urban environment.
- The city has not built a strategy to promote the Old Town of Plovdiv and as whole. Each institution or interested party is represented in the public space alone in their feeds and prepares advertising and promotional materials for the sites managed by itself with funds from its own budget and according to their own understanding.
- The city does not use a single brand and logo of the Old Town or Plovdiv. Any institutions building its identity.
- Guided activities and serving tourists still not used technical and digital media.
- There is not a system for electronic selling tickets. Does not use information technology for the inheritance.
- There are no system service with audio-guides.
- There are no systems for presentation of heritage to people with special needs, with the exception of Roman Stadium. Their introduction will help to improve the interpretation and accessibility of heritage.
- Preliminary information about the events of the cultural calendar addressed in appropriately to tourists is insufficient. From the aforesaid survey OP "Tourism" shows that a significant proportion of respondents (27% of Bulgarians and 56% foreigners) did not attend a cultural event in the absence of such information.
- There are no open spaces for recreation and refreshment for tourists (ie. "Tourist oases "with fountains, benches, shade, the climatic conditions in the city), especially in Old Town and well designed and hygienic public toilets.
- There are no suitable sites developed to stop coaches and such parking and waiting groups.
- Persistent problem is the shortage of parking for individual travelers. It should be pointed out that the need for establishment of buffer parking appropriately situated in relation to cultural values - the object of tourist visit is specified on OUPO Plovdiv.

SWOT Analysis

Strengths

- Central location between Sofia, Bural, Pleven and Smolyan
- Rich and complex interweaving of different ages; diverse cultural heritage
- Unique heritage of antiquity and preserved the unity of urban structures from the Renaissance period
- Prerequisites for a strong relationship between the expression of cultural heritage, current understanding of public spaces and contemporary art
- Approved production center and good prospects for logistics activities
- Diversified economic structure with prominent food industry functionally linked to

scientific and academic institutions in Plovdiv.

- Traditionally conducting international Plovdiv Fair and the role of the municipality to promote and offer different services
- Significant transportation and logistics components - junction railway station and close to the highway "Trakia" and Plovdiv Airport
- Has a well-functioning system of cultural, social, health and educational institutions
- Concentration of universities and research activities in complementary fields
- Natural resources, forming the overall view of the city, and creates the living environment, the hills and Marista river
- Historical formed green system - urban gardens, parks and street landscaping

Weaknesses

- Lack of areas for investment and public initiatives related to the utilization of vacant land
- Concentration of municipal resources in Plovdiv in the absence of adjacent villages and comprehensive settlement structure
- Insufficient coverage of agricultural areas
- Risks of physical and semantic preservation of cultural values
- Insufficient conversions for a single presentation and promotion of historical and natural features in the municipality
- Unleash the potential of integrating cultural heritage and contemporary cultural activities
- Poorly maintained and ineffective function of industrial zones
- Underdeveloped tourism industry and system of cultural tourism routes in the municipality;
- Lack of necessary conditions for the development of sustainable forms of congress and sports tourism
- Unfavorable demographic structure;
- Lack of space for nurseries and kindergartens
- Low educational levels and high level of unemployment of ethnic minorities
- Contaminated components of the environment and environment-atmosphere air and elements green system;
- Limited opportunities for construction of new green space for public use

Opportunities

- Concentration of administrative services at the South Central region in Plovdiv
- Functional dependence of neighboring municipalities from the regional center
- Perform functions devolved government (Ministry of tourism)
- Full co-operation and joint projects with neighboring municipalities
- Promoting and facilitating the procedures for use of EU funds
- Use of resources and initiatives of the new programming period
- Economically developed neighboring municipalities and a relatively favorable situation in the field
- Transport security of southern Bulgaria through the completion of "Trakia"
- Updated documents for planning and sustainable spatial development
- Availability of Regional development scheme
- A distinct tendency to stimulate tourism development in Bulgaria by highlighting the cultural heritage

Threats

- Increasing competition from neighboring municipalities and focusing domestic investment outside the Plovdiv Municipality
- Continuing negative processes of centralization of national resources and population concentration in a small number of urban centers
- A limited number of national instruments for financing and organizing the study, preservation and socialization of cultural heritage
- Inefficient national mechanisms for balancing public and private interests in the management of cultural heritage
- Insufficient successful practices and developed models for inter-municipal cooperation and development within the informal / non- administrative-territorial division / areas in Bulgaria
- Deepening national problems - cultural, political, demographic, social and economic
- Failed implementation of public-private partnerships in the development of the municipality

How to upgrade the strengths and overcome the weaknesses

- Initiating and leading participation in joint projects with municipalities region;
- Establishment and publication of a single cultural tourism product based on topic *history Culture river Hills of Plovdiv*;
- Intensive Development processing industry, logistics and service activities supra municipal significance;
- Implementation of new operational programs approval of municipality as a center of
- Education and Science;
- Improving conditions Cultural tourism;
- Development of complementary municipal economy activities outside her collaboration with neighboring municipalities;
- Presentation of local historical and natural resources as part of heritage of all region;
- Using financial instruments EU Conservation nationally significant cultural values;

Threats: How to stress strengths and convert weaknesses according to threats and the external environment

- Promotion of opportunities economic initiative within the municipality Plovdiv
- Conversion of the municipality national leader in field of food industry and the relationship
- Create a strategy and program control cultural heritage and cultural life municipality;
- Public presentation of the importance of history culture, river and hills for a modern Plovdiv
- Use the high- agricultural land for scientific activities in the field of agriculture;
- Development of pilot projects zamezhduobshtinsko cooperation;
- Creating models management of cultural inheritance based public-private partnerships;
- Develop policies the successful integration of ethnic groups;

VISION 2020

Following the above presented approach and desire to manifest identity Plovdiv municipality, emerged following vision for development:

"Plovdiv, ancient and eternal" - a modern prosperous, administrative,

university, economic, and cultural center of the South Central Region; city implemented with scientific potential; city with dignity presented cultural heritage and contemporary art - a favorite European tourist destination; city with a dynamic, competitive economy based on knowledge and new technologies; city providing security, attractive living environment and quality of life, equality and opportunity for all; a place where young people see their future.

STRATEGIC OBJECTIVES

Strategic objectives have a clear focus - avoiding too extensive formulations and the risks of inefficient resource allocation during their upcoming implementation. Planned system of indicators for monitoring plan provides a mechanism to measure the extent of their implementation. The selected targets are interrelated and mutually reinforcing.

Strategic Objective 1: COMPLETE URBAN Comfortable living, diverse services and conditions for recreation in effectively functioning technical infrastructure

Strategic Objective 2: KNOWLEDGE ECONOMY AND EQUAL OPPORTUNITIES

Economic growth based on the traditions of production, scientific potential and active partnership between science and business

Strategic Objective 3: Appearance in UNITY AND ART HERITAGE

Preserved and known cultural heritage and natural beauty, full included in the rich cultural life and the local economy

Strategic Objective 4: ACTIVE ROLE IN THE DEVELOPMENT OF THE REGION

Creative partnership network for the joint development of the municipalities in the region, coordinated by the Municipality of Plovdiv

The six priority areas are areas for action where it should concentrate financial resources and local initiatives in the next programming period.

Priority Area 1: HERITAGE AND ART

- Identity and atmosphere;
- Heritage and cultural itineraries;
- Green system, Maritza the hills;
- Open public spaces;

Priority Area 2: Science and Education

- Education for all;
- Vocational education and "learning by doing";
- Research to support the local economy;
- Plovdiv as a university center;

Priority Area 3: ECONOMIC DEVELOPMENT AND GROWTH

- Effective industrial areas and SMEs;
- Manufacturing - food and automotive industry;
- IT and *outsourcing* of business processes;
- Diverse tourism product, convention and business tourism;
- City marketing;

Priority area 4: ENVIRONMENT AND CONNECTIVITY

- Sports and recreation;
- Urban mobility;
- Technical infrastructures;
- Transport system;
- Healthcare;
- Environment;

Priority area 5: INCLUSION

- Inclusion of vulnerable social groups;
- "Lifelong Learning";
- "Active aging";

Priority area 6: Development Cooperation

- Administrative capacity;
- E-government;
- Public-private partnerships;
- Competitive clusters;
- Inter-municipal cooperation with the leadership of the city;
- Development of Plovdiv airport and logistics;

Priority Area 1: HERITAGE AND ART

Priority area **HERITAGE AND ART** focuses the necessary resources and efforts of the three main manifestations of the management of cultural heritage: conservation, full presentation, and permanent capacity with advanced features. There are also necessary activities for the active involvement of the natural heritage in the city. Viable open public spaces, streets, squares, intersections, should have focus on its historical significance. These should perform a variety of functions and be used to provide expressions of art and serve as a reference to history. Single considerations of landscapes, cultural heritage and cultural life are a prerequisite for preserving and highlighting Plovdiv's identity and atmosphere. The priority area contributes to

- Outstanding unity heritage and art and addresses
- Complete urban
- Knowledge Economy and equal opportunities in relation to the role priority to the development of cultural tourism.

Priority areas are necessary to synthesize a variety of integrations with each individual initiative to the candidacy of Plovdiv European Capital of Culture in 2019.

Measure 1.1. Research, conservation and identification for the suitable function of archaeological cultural values

Expected result:

Discover and explore archaeological sites within the municipality. This includes permanent physical and socialized objects.

Recommended tasks:

The measure combines coherent and complementary actions as a general approach and strategy for the management of cultural heritage. This requires holding regular archaeological field studies of disclosed archaeological layers and systematization of the results. Conservation is permissible under the principles for the preservation of the authenticity / Venice Charter / restoration activities. Ensuring accessibility, staying together with the deployment of appropriate conditions for the function of archaeological values are important elements of the urban environment.

Measure 1.2. Conservation and restoration of architectural and cultural values adaptation of advanced features

Expected result:

Updated and maintained architectural cultural values restored and protected objects in poor physical condition or emergency.

Recommended tasks:

Recommended continuous monitoring and assessment of architectural building cultural values led Municipal Institute "Old Town". Further results and prescriptions for improving the physical condition of sites should be subject to compulsory execution and control in active interaction of the three sectors - public, NGO and private. Mandatory components of conservation and restoration activities for implementation are from the approved principles for preserving the authenticity of historical objects.

Measure 1.3. Developing plans and programs for cultural Heritage

Expected result:

The development and implementation an effective system for strategically planning and programming documents for the management of cultural heritage, according to existing legislation in the field.

Recommended tasks:

Implementation of the envisaged tasks will provide the prerequisites for other measures and realizations of concrete projects in the field of cultural heritage. A common framework will limit the risk of uncoordinated and isolated initiatives between conservation and socialization of immovable cultural values. Provided scenarios of action includes the development of a common strategic framework for heritage management, specialized plans conservation and management of cultural heritage and associated programs of realization. It is appropriate programs to different implementation periods and binding mechanisms for reporting results, and to the heritage at risk of being oriented emergency action plans.

Measure 1.4. Creating an organizational basis, capacity and providing financial instruments for cultural heritage

Expected result:

Established and functioning mechanisms for coordinating and financing activities management of cultural heritage.

Recommended tasks:

Prerequisites for the successful implementation of the measure exist due to experience and established partnerships in the implementation of projects in the field of heritage. Existing specialized municipal structure for the protection of cultural heritage / Municipal Institute "Old Town" / is also a major factor. Efforts should focus on optimizing the capacity of existing units and a network of interaction and cooperation between all stakeholders, including private owners of cultural values. Classifying opportunities public-private partnerships and the use of various financial instruments key factor for the successful implementation of all measures related to cultural heritage. This measure is conceptually and functionally related previous Measure 1.3.

Creation of the Public Council for protection cultural heritage, functioning as an advisory body to the municipal administration are specific examples of activities covered by the measure.

Measure 1.5. Binding of different cultural values and historical themes unified system of cultural routes and presentation of information History of Plovdiv

Expected result:

Complete information and publicly presented a system of cultural routes linking historical sites from different civilizations, cultures and eras.

Recommended tasks:

The measure is based on the idea of a general presentation of historical facts - presenting them as a unity of diverse elements. General presentation of heritage should be preserved reveals immovable cultural heritage and accompanying historical topics. The main task is to carve and sign cultural routes covering all diversity of Plovdiv history. The next component is the provision of funds for tourist information and orientation for the detection and operation of the routes.

Measure 1.6. Application of modern technology to present cultural heritage

Expected result:

Information technologies for the legacy - service to audio guides and tools for heritage to people with special needs active acquaintance with the history of the city through the Internet.

Recommended tasks:

Fundamentally, there should be a single portal for heritage and art of the city, providing detailed information. Successful method for the expression of the legacy is the development and GIS and GPS applications, giving opportunity to summarize the elements of cultural heritage and its study to the individual interest of the citizens and guests of the city. Complementary activities are preparing the conditions and services for the dissemination of information within the corresponding landmark. This includes popular international practice audio-guides, along with attractive virtual tours among sites, but the whole time scope of its history.

Measure 1.7. Cleaning, maintenance and socialization of the Maritsa River;

Expected result:

Fully urbanized and intensively used for recreation and Maritza adjacent areas.

Recommended tasks:

Maritza is a symbol of Plovdiv Municipality and historical factor in its urban emergence and development. Along the Maritsa River constitutes protected zones Natura 2000 / Directive on the conservation of natural habitats / and vegetation adjacent areas are an integral part of the green system of the municipality - river and its coast are a major natural resource. The significance of the river in January became an important site for the conservation and maintenance reveals its potential for recreation and recreation. The required tasks include cleaning the riverbed, afforestation of coast with suitable vegetation, restoration of endangered habitats. Subsequent are providing accessibility, pedestrian walkways and recreation areas and stay.

Measure 1.8. More attractive for rest and recreation of the Hills

Expected result:

Hills as laid out in various conditions for recreation and vital cultural and historical sites.

Recommended tasks:

The hills of the city are also emblematic and historic role in Plovdiv Municipality. Youth hill Danov hill Bunardzhika have the status of protected areas / Landmarks / and the main green space for public use. Like the previous measure, resources should be focused on the necessary afforestation activities and provision of accessible urban environment. Needed support activities for the more active use of available sites for cultural activities and discovered historical sites.

Measure 1.9. Regeneration and adaptation of historic buildings and their saturation with advanced features

Expected result:

Fully renovated and allocated to new, advanced features historic buildings.

Recommended tasks:

The richness of the municipality can be successfully incorporated into modern life only in the saturation of the old buildings with new features. Emblematic example of non-use and the risk of neglecting physical loss are tobacco warehouses, where there is a variety of opportunities for their transformation and contemporary role. Search for a suitable regeneration should be managed generally and in making decisions for old industrial buildings, warehouses and others.

Measure 1.10. Increasing the area, improving the condition of the green spaces and linking them into a system

Expected result:

Increased size and accessibility to public green areas - parks, gardens, spaces.

Recommended tasks:

The measure complements the planned initiatives to improve Plovdiv hills as part of the Green System and recreation system of the municipality. In this case, focus on other elements of the green system - parks, gardens, squares and spaces. Necessary activities cover renovation of pavements and architectural elements, afforestation and restoration of disturbed vegetation. Add deployment suitable sports facilities and cultural sites. Necessary condition for the completion of the green system and maintaining healthy urban environment are supplementing and maintenance of street landscaping. Focus of the measure should be to improve both public gardens, monuments garden and park art - Tsar Simeon garden Dondukovo garden.

Measure 1.11. Updating and completing the construction of cultural infrastructure and expansion of exhibition areas

Expected result:

Provision of appropriate functionality and capacity in cultural infrastructure.

Recommended tasks:

Identified insufficient capacity of cultural infrastructure required complete renovation and expansion of existing facilities and the construction modern facilities for cultural activities and events. Expansion of the exhibition areas should be achieved in the integration and reporting proposals of Measure 1.9. Regeneration and adaptation of historic buildings and their saturation with advanced features.

Measure 1.12. Rethinking public open spaces by physical renovation and use as an arena for cultural life Plovdiv

Expected result:

Active outdoor public spaces, media and the urban identity expressing the local atmosphere.

Recommended tasks:

The measure joins two main components - physical regeneration and functional rethinking. Physical update includes renovated flooring provided pedestrian approaches and directions, appropriate public and artistic lighting deploy elements of urban design. Functional suggests rethinking introduction of new activities and parallel with the role of public spaces such as symbol of the city. In this sense, the organization of appropriate spaces for cultural events and information presentation to local historical sites.

Measure 1.13. Support for the organization of various cultural events and activities

Expected result:

Translating Regular cultural events and activities, forming a rich and perennial Cultural calendar of the Municipality.

Recommended tasks:

The measure refers to the promotion of traditional and new cultural events. Initiatives and specific projects of the measure must overcome the lack of advertising unpopularity and limited international participation in 2013 Mandatory requirements are directing the

actions listed in the efforts against Plovdiv candidacy for European Capital of Culture in 2019.

Measure 1.14. Preservation of identity, atmosphere and functions of the Central City Plovdiv

Expected result:

Vibrant downtown of the city, bringing the spirit of the city and region.

Recommended tasks:

Modern central part of the city weaves preserved archaeological and Revival structures, valuable architecture from the late XIX and early XX century with the modern administrative and service functions. TSGCH at Plovdiv highly expressed Plovdiv identity and may be the most recognizable Plovdiv brand. This pattern requires a special approach to the management and programming of the central part. It is the development of regulations preserve the diversity of functions, the opportunities for free access active pedestrian traffic, social networking and sharing. Physical and meaningful conservation cultural values from different eras is mandatory and imposes special conditions advertising design and build environment. Ensuring spaces cultural expression outdoors and ensuring timely and adequate planning basis complete a general structure of the measure. Priority Area 2: Science and Education Priority reveal local traditions in science and education, and prospects to become the foundation of modern knowledge economy. On schools, universities and institutes in Plovdiv Municipality should focus sufficient amount of resources to improve educational infrastructure accessibility to the data. Joining the necessary measures to maintain the learning lifelong learning, improving and diversifying personal skills. The contents of the priority area successfully stimulate CH1: Complete urban environment and STS2: Knowledge Economy and Equal Opportunities . Development of regional significant educational institutions support and STS4: active role in the development of region.

Measure 2.1. Building the capacity of the education infrastructure

Expected result:

Sufficient capacity and number of places in kindergartens and schools.

Recommended tasks:

Join the reconstruction and expansion of existing sites educational infrastructure, with the construction of new facilities. In addition presented investment activities need optimization and maintenance electronic register of vacancies in educational institutions.

Measure 2.2. Improving the physical environment and organizational conditions science, education and training

Expected result:

Advanced environment, education, development scientific research.

Recommended tasks:

Resources should be directed to repair to the implementation of measures to energy performance in the educational infrastructure. Providing complete adjacent spaces and accessible environment is the next task to perform. The measure expands a modernization of the equipment and the introduction of interactive learning. Important work is also exploring opportunities to combine similar vocational schools in general facilities. Such an initiative will improve learning process and allow different specialties to complement and develop parallel. The efforts of the municipal administration in the next planning period should be directed to:

- broad coverage of 4, 5 and 6 year olds in pre-school education;
- providing specific conditions for lagging in the initial stage of education students;

5 SYSTEM OF INDICATORS FOR MONITORING AND EVALUATION PLAN

5.1. Approach to develop a system of indicators

The system of indicators is an integral part of the overall assessment for monitoring, evaluation and updating of the CFP, which is detailed in *item 6. Monitoring and evaluation*. It is a major objective tool for monitoring the implementation of the CFP. Selection of appropriate indicators is based on the specific characteristics of strategic part of the CFP as well as methods for monitoring strategic planning. Process of developing a system of indicators for this ODA went through three steps:

- Review of scientific literature and systems of indicators used in urban practice;
- Create a bank of indicators and define new ones;
- Analysis, organization and selection of appropriate indicators for the purposes of this CFP.

Set of selected indicators is determined by the following criteria: Have quantification; Ability indicator be measured by available sources of information including NSI TSB-Plovdiv ODMVVR Plovdiv current Indicators used in the municipality to track progress in other plans and strategies other; In fullest measure targets and measures in the plan. The indicators cover a wide range of topics that directly relate to economic, social and environmental development of the community reflecting the implementation of measures in the plan. For each priority area in the MDP are selected several leading indicator impact and a more appropriate measure progress in priority areas - to each measure is determined at least one major indicator that most closely corresponds to thereof.

Adequate measure progress ODA depends on the initial values individual indicators that are defined by official sources. Certain indicators do not have a starting value due or discrepancy in the data from the different sources of information or due to the still missing system for data collection. However, it is appropriate to the needs both this plan and future objectively measure various areas development of the municipality to develop and maintain an information base for them. Such a database should be maintained by the municipal administration and its specialized administrations and departments. It is active and regulated interaction between municipal departments and representatives of the operating departments, territorial divisions of the national departments, non-governmental and private sectors. Maintenance of municipal reference should be an integral part activities of the organization and presentation of the annual implementation reports ODA set out in the monitoring and evaluation of the plan. The indicator system is structured in two main directions – indicators impact and outcome. Together, the two types of indicators allow a determination of achievement of objectives and priorities set out in the ODA Plovdiv Municipality. Strategic goals represent desirable and possible future state, while priority areas represent areas of action and impact. Both elements require them to integrate different indicators.

6 SYSTEM MONITORING AND EVALUATION

6.1. IMPORTANCE OF THE SYSTEM FOR MONITORING AND EVALUATION

Necessary condition for the successful implementation of the Municipal Development Plan is its ability to adapt to changes in municipal characteristics in next seven years. To ODA basis for developing strategic documents during the programming period 2021-2027 need its topicality in the late 2020 These features indicate the need to develop a system for monitoring and evaluation plan. The system merges separate units, they carry out functions and the sequence of operations in time.

The objectives of the system are to determine the extent of implementation of the planned objectives, monitor compliance of the plan with the changing conditions and to justify the need to update it. The main tasks of the system are information provision, the application

of system of indicators of ODA complete coordination and interaction participating structures successful public presentation results of observation. System for monitoring and evaluation indicators for the identified integrate measure the results and impact of the plan

A system of indicators monitoring and evaluation plan

6.2. Structures involved

The main actors are the municipal council of the municipality of Plovdiv, the mayor, specialized departments of the local administration, various institutions providing information, all stakeholders, professional communities and the participating teams of experts. The Municipal Council is the governing body for monitoring ODA. Representatives of City Council actively participated in the development of the document, providing conditions for open implementation of the regulated activities planning municipal development. Practices publicity should be continued and at the time of implementation of the plan, ensuring legal requirements for reporting the results of the CFP. The mayor of the municipality organizes the monitoring of ODA. The main tool for monitor and evaluate the implementation of the plan's annual report, prepared in beginning of each year of the program, except the first. Mayor introduces a control procedure for the preparation of the report, and then offers finished document for approval by the city council. Integral part of the procedure, sending a report to the President of the Regional Development Council of the city, specialized departments of municipal administration actively involved in all stages of development and implementation of the municipal plan. Their role is to carry out the necessary communication and coordination with all other participating countries. Significant role is the provision of expert services in the preparation of annual reports. It is obligatory involvement of institutions providing the necessary information for follow the plan, according to its indicators. The main sources of information are the National Institute of Statistics, Spatial Statistics office in Plovdiv, the Employment Agency of representative studies local administration, NGOs and expert groups.

Stakeholders comprise representatives of the district administration, NGOs, private sector, educational and cultural institutions, professional communities, with individual residents in the municipality. The development of ODA was held in a fair and creative communication between all stakeholders sharing their ideas through public discussion and surveys. Designated contacts should be used in upcoming seven years in order to provide a more complete picture of the real results from the implementation of the plan. It is advisable to prepare a contact sheet on which to organize the upcoming discussions. Expert teams include Contractor ODA - "Consortium" Plovdiv 2021 "OCAC" - Together with the providers of *initial*, *interim* and *ex-post* evaluation the plan. Tying the listed units in a single system allows for interaction comprehensive monitoring of ODA and accurate assessment of its progress and limiting factors.

6.3. ACTIVITIES MONITORING AND EVALUATION PLAN

At the heart of the system for monitoring and evaluation of ODA Plovdiv are provided individual activities and their sequence. Under the legislation in the field of regional development, the mayor and Municipal Council jointly provide activities for development, coordination and subsequent implementation and monitoring of the CFP. Both bodies provide the prerequisites for public involvement in designing and implementing the plan. The mayor of the municipality organizes the process in terms of constant coordination and communication with and receiving approval authority - municipal council. The municipal council is designated as the primary supervisory authority of the CFP.

Functions OS / art. 81 PPZRR / are providing the necessary information to assess coordination and allocation of responsibilities between the different structures municipal administration implementing ODA and maintain continuous communication with central and local institutions. General Assembly approves the measures for change and improvement of the system for monitoring and evaluating the plan. Parallel is the harmonization of the activities listed in the current legislation and approved standards for public activity in the country and promoting the results of ODA in the public domain. Mayor organizes the monitoring of specific activities for the implementation of the CFP. Tool for summarizing and presenting the results of the implementation of the CFP respectively, his observation is the annual report. The monitoring system of the CFP Plovdiv to prepare a total of six reports. The findings from the content of reports are informational basis for interim and ex post evaluation of the plan and provides information on:

- social, economic and environmental changes within the municipality and the adjacent external environment;
- the degree of implementation of the envisaged objectives;
- actual results of performance of duties by implementing plan;
- motivated proposals for improving the monitoring system, and overall process of implementing the plan.

Competent authorities should provide information on measures taken on publicity plan, identified problems and suggestions. The report was debated and adopted by the General Assembly. The essential function of the OS and the mayor is planning internal organizational structure where detailed obligations of distributed specialized municipal departments that support the process of monitoring the CFP. Development of an interim evaluation of ODA provided for 2017. Intermediate assessment should be followed:

- current progress of the plan;
- actuality of his strategy against changes in the environment;
- effective coordination between the competent authorities.

The mid-term evaluation should be stated and argued the need for updating the CFP. If this is necessary, the updated document is intended for ODA development in the second half of 2017 and in accordance with the structure of this document. Thus the interim evaluation is a key tool for assessing the implementation of the CFP, and a logical extension of the previous year reports.

The interim evaluation is made by an expert team in the interaction between all stakeholders, providing an opinion on the current performance of the plan. Assessment synthesized collection activities and data processing application system of indicators, formulating guidelines for correction plan. Performing activities required team providing necessary expert activity and active interacting with the specialized authorities in the municipality. Key role perform stakeholders providing the necessary information and its views together with specialized institutions storage needed statistical information. Mayor submits the document for consideration by the General Assembly that it approves and thus formally ends the interim evaluation.

The findings of the interim evaluation lead to possible updating of the CFP. The main reasons for changing the plan can be dictated by the dynamic social and economic processes at the municipal level with arising essential changes in environmental conditions. These circumstances are joined by important changes in the legislative and strategic framework - a set of European and national regulations and strategic documents, key policies and sectoral plans and programs. Interim evaluation should assess the

significance of the occurred changes and the adequacy of existing ODA to them. The evaluation determines whether formulating appropriate additional measures and definition of new projects - development of an updated document for execution within the remaining time of programming period. Another possibility is that the decision to update the program only outlets.

2.7.3. Preparation and implementation of projects and initiatives

After Bulgaria's accession to the EU in 2007, Plovdiv Municipality has experience in implementing projects funded by operational, international and other donor programs. To improve management capacity and implementation of projects by Decision No13, taken with Protocol No1 of 19.01.2012, the City Council created OP "European policy and cooperation," which employs 15 qualified experts responsible for developing and preparing proposals and coordinating in the management and implementation of approved projects. OP "European policy and cooperation" has a key role in implementing the policy of the municipality of Plovdiv in the field of European integration and international cooperation.

Appendix 10 *Plovdiv Together Application Form Summary*



The document is formatted as an interview, inclusive of questions and answers. The document has a total of seven chapters. The first chapter answers why the city wishes to take part in the capital of culture, the challenges for the nomination, the concept Plovdiv would have, and the support the city has in terms of local and regional authorities.

The second chapter of the document illustrates the structure of the programme. In other words, if the city wins the bid, how would the general theme be presented. This section looks at art revolution, social factors and innovation in education. This chapter also presents some of the intangible heritage such as storytelling and traditions.

The third chapter takes a deeper strategic direction and illustrates the organisation and financing. The first question asked explores what kind of structure is envisaged for the organisation responsible for implementing the project. An organisation chart is illustrated along with several finance budgets from the previous five years. The finances are mapped against the different institutions for culture such as the archaeological museum, historical museum, ethnographic museum, the orchestra, and theatres.

The fourth chapter looks at the city infrastructure. This explores the city's assets such as transportation, accommodation and tourism. This chapter is limited in comparison to the other chapters. For example, this chapter is four pages whereas chapter one is over thirty pages.

The fifth chapter looks at the city's communication strategy. It illustrates target stakeholders for the Capital of Culture. This section mainly explores how it will market the event and maintain the visibility of Bulgaria within the European Union. This includes social networks, IT innovations, and other digital platforms such as television.

The sixth chapter is entitled Evaluation and monitoring. This chapter illustrates that the city intends to monitor the culture sector transformation, image and identity, social impacts and economic growth. Time frames are included to measure the impact of the transformations in the cultural sector.

The final chapter is called Additional Information. This chapter includes a SWOT analysis for the city's application to the European Capital of Culture and the expected outcome.

Reference

Baruch, D., Kyorlenski, V., Baycheva, G., Bojikova, M., Chulkova, L., Dalchev, D., Georgieva, R., Georgieva, T., Grizzo, N., Kadiri, F. (2014). Plovdiv Together Application Form. Municipal Foundation Plovdiv.

Appendix 11 *Research Integrity Approval Form Edinburgh Napier University*

BUSINESS SCHOOL RESEARCH INTEGRITY APPROVAL FORM		
Section 1 – Research details		
Name/s of researcher/s: Bruehlmann, Carrie Ann		
Date: June 2014		
Staff	<input type="checkbox"/>	
Student - Matriculation number: 40098692		
Undergraduate	Masters	Doctoral X
Title of project An exploration of the strategic management and development for heritage attractions in Plovdiv, Bulgaria		
Aim of Research Assess the strategic management practice used in the development and preservation plans in Plovdiv.		
Phase 1: Assess		
1. How is the vision (reflecting the long term goals of the heritage site) created? 2. Who are the main players involved in heritage sites in Plovdiv? 3. How do you balance the different aims and objectives of the different stakeholders? 4. How do you plan for the different resources you need for the heritage sites? 5. To what extent does your strategy consider the threats and opportunities of the heritage sites? 6. For the overall strategy design and development, are time frames created, delegated and managed?		
Phase 2: Create		
1. How are goals and plans for heritage sites prioritised? 2. What kinds of alternative strategies or goals are being considered for the various sites? 3. To what extent is the EU, federal government influence the creation of the planning? 4. How does the strategy consider the financing for all the different activities and		

resources?

5. Do you use any external sources to develop or create the strategy?

6. How often are sites maintained?

7. To what extent are all stakeholders involved in this stage?

Phase 3: Implement

1. Who is involved in deciding how to communicate the new policies?

2. Who is involved in determining how the policies will be implemented?

3. Once policies are implemented, what is the process for monitoring the success or weaknesses of the policies?

4. What is the process if corrective modifications need to be made on certain policies?

5. Are there limitations in implementing strategy or policy? What are these limitations? How are the limitations overcome?

6. How do you measure the success of the performance of the organisation?

Appendix 12 *Interview Consent Form*

To:
From: Carrie Ann Bruehlmann
Subject: Informed Consent to Participate in Study

Date:

Dear: _____

My name is Carrie Ann Bruehlmann, and I am a Doctorate of Business Administration student at Edinburgh Napier University. I am researching stakeholder perspectives and engagement in the preservation of heritage sites in Plovdiv, Bulgaria.

This research is a contribution to knowledge regarding the extent at which managers of visitor attractions adopt strategic management for their business planning and development. This study could possibly assist in bringing greater awareness concerning the implementation and governance of policies for heritage sites and the contributing and impeding factors in the strategic management of heritage visitor attractions.

Thank you for your interest and participation in the interview. The interview will last approximately one to one and a half hours. Your time and involvement in this project is greatly appreciated. Your participation is voluntary and you do not have to answer any questions you do not want to answer. If at any time you do not want to continue with the interview, you may decline. I will record the interview to maintain the essence of the messages. If requested, you may see or hear the information I collect at any time.

The interview will be recorded through the use of an iPad with quicktime software for the purpose of data analysis. I will then transcribe the interview and keep the data confidential in a password-protected computer. Your identity and confidentiality will be concealed using coding procedures. I will also keep a copy of the data on a password-protected computer.

The final report of the study may include some excerpts from the interview. Your name will not appear in these writings to ensure ethical protocol.

Please sign this form to confirm that you agree and have read the contents. Thank you again.

Sincerely,

Carrie Ann Bruehlmann

Respondent Signature

Appendix 13 *Sample Transcript*

1:02	First of all, I looked at the types of questions you will ask, and they are constructed over a different system because our system of preservation is not that developed as it looks in this sheet. There are many ideas here that are not even, ah, no body cares about that here. I mean in the local government and on a state level. First of all, lets say, on phase 1
1:51	Like the information about the different stakeholders, and how their expectations are met, actually, there is no policy on that. When it comes to heritage, everything is decided on a state level. And there is no communication between the state and the, lets say the owners. This is on most of the occasions. But, if you want, you can start with some questions and I will try to answer. And then, I made a list of some things that I think are important about the regulations on a state level and local level, and how they are problematic for the city. So we start with the questions.
3:01	How is the vision created for the different heritage sites?
3:14	Almost everything is created on a state level. This is done in 2 steps. This first step is the National Institute of Immovable Cultural Heritage, where I work. This is the place where everything is researched, and put into documentation. So, this is the starting point. There is no, let's say, the word vision, describes for me something that is of a strategic way, so that you make a plan for the years to come. While in Bulgaria, there is no such thing for the heritage. There is no strategy for the cultural heritage. And so for the local government, they make their own strategic plans for the
4:13	years to come, which is like for 5 or 10 years. And in these plans they put a part for the cultural heritage, which is basically when there is no state strategy. They made up stuff that they are not connected with the vision. And then it is on a state level. So every municipality, they have different priorities and this is besides the point then.
4:50	And these plans are on a local level. They are not approved on a state level, I mean the ministry of culture, so they have a lot of problems, and they may have some fatal problems for the different heritage sites.
5:16	So are you saying, that it is actually the National Institute of Immovable Cultural Heritage that they come up with the vision then.
5:25	I mean for different sites. But the vision as a whole, as a historical settlement for the whole country and heritage priorities, this is decided on a state level, meaning the Ministry of Culture.
5:50	What about the people who work for the Municipal Institutes within each region? Do they come up with the idea first and then present it to the National Institute?
6:06	Well, this is a better way where the people who know their local heritage can make a vision that is proposed to the ministry of culture. But it is not happening because of some heritage problems from the previous political era when everything was decided on a state level and nothing was left for the local government for the different stakeholders in the municipality. So it is a heritage problem
6:50	that the local people still do not recognise their part of the system of heritage preservation. And the local Municipality are mostly waiting for the government to put down the regulations so they have to follow. So if there is no regulation that works for them because of many, lets say, corruption and other stuff, which

	is not very nice to be talked about, so lets not talk about that right now.
7:28	This is a very big problem with the heritage right now in Bulgaria. I don't know if your research has gotten to this point. Most of the heritage that is restored nowadays in Bulgaria is archaeology. And it is done with the money that is made from the European funds.
8:00	It is basically a way of getting some jobs for some people. It is not a way that is strategic, it is not a way that is prioritized, that we know what we are doing in the next, lets say, 5 years which are the objects that should be preserved and how should we preserve them. It is only some business for people. And this is why, when there is no regulation for the local governments, they can do what ever they want. This is on a state level and on a local level. And my job actually is writing down regulations. That is what I do in the National Institute.
8:57	We are writing down the regulations on the different sites and on different settlements. And the process is very hard. Maybe on purpose it is very hard. There are no good regulations on every site. First of all, there is no vision, and on the smaller level, there are no good regulations.
9:30	I wanted to ask how often people meet to discuss the strategy or the vision. Are you saying that this is not happening?
9:47	Well, yes, that is what I am saying. Maybe, on a higher level, I mean, like at the Ministry of Culture, they are making some meetings about strategic plans, but this is not public. Most of these meetings are, people expect that something big will happen from these meetings, but no body knows exactly what happened.
10:22	They have these meetings and a few months afterwards it is said in the media that there will be a great restoration of some great historical site. It is not even explained exactly what is going to happen there, does it need to happen there, so that the public and the civic organizations can have their opinions on this and can work with the government and make it better. So there is no communications. And these meetings are formal.
11:14	With Plovdiv winning the bid to be the Capital of Culture, has this been a positive for the strategic perspective of the city?
11:54	Yeah, I guess on the outside, I can agree with that, that Plovdiv because it is something that everyone can see. A lot of restoration is done, a lot of excavations are done, and a lot of public spaces are renewed. This is positive on one hand. On the second hand, almost everything of this is done without approval, I mean formal, official approval from the government.
12:31	A lot of public spaces are renewed without plans. Only with workers and technical support. This is illegal and we have made a lot of, I don't know the word, sorry.
13:02	We are getting a lot of signals from the Ministry of Culture that this does happen and when the inspectors from the Ministry of Culture came to Plovdiv, things are put down and nothing happens afterwards. They see what is happening, and I guess on a higher level it is cleared and okayed that such things can happen. And 2 months later, they make projects because it is by law (from the Ministry) and this is how a lot of the work is done. This is why I am saying that there is a lot of informality in what is happening. This is a problem because the public's and the expert's opinion is put aside. The experts from the city and the NGOs from the city cannot really help the city
13:58	at all right now in this area.
14:13	So I am curious. If you want to make a change in the policy as an expert, how is change happening?

15:05	<p>The park project with the parking lot did not happen and this was only because of the protests. So they are listening?</p> <p>No, I don't know, that is only with the last resort. Making protests so that they can achieve something. But it is not okay by any means. Actually, the whole restoration of the park was not...actually, this is my opinion, so I am not going to share it.</p> <p>The main thing is that the people made their part and really achieved it. The parking lot was not built. This is the way, but I do not think this is the good way. The best way, yeah, I am dreaming right now, is that the local government has every month a declaration through the public of what is going to happen</p>
16:19	I guess, because what the people's problem is that they don't know what is going to happen the next month let's say. The government can start new excavations, new restorations, nobody knows by where, or how, who is doing them, and this is the problem. Because we don't know what is going on,
16:48	how it is happening and does it really help the heritage? Because most of the time we think it is not helping the heritage. About Nebet Tepe, also
17:01	<p>the project was some kind of, yeah, put aside because of this political tension, and it has not yet started. But I guess they are just waiting for the right moment to start again the project.</p> <p>When I interviewed some of the other people, they told me that they are communicating with the community. They have a website forum and they try to be transparent with their policies and their planning. Are they in fact doing this?</p>
17:48	<p>On some level yes, they are trying to communicate, but it is far from what is expected from them. Yeah, they are putting a lot of information on their website but it is not transparent information. Most of the really important stuff is missing from this information. People can't really know what is going to happen when they see this information.</p> <p>Do the people of Plovdiv care? Are they interested in this? or are they not interested in this?</p>
18:24	Plovdiv is a different story from most of BG lets say because it is historically a significant centre in Bulgaria. The people there were always really open minded and really knew what is going on and what should be done.
18:47	<p>And so that is why there are these civic movements and civic protests against such big projects that are not really helping the heritage, they are destroying it. The people really want to be a part of the system of preservation and this is voluntarily. They are not paid for this. This is just to have the opportunity to be a part of it and to help with their knowledge. Because in Plovdiv, there is a huge, yeah, you spoke with (<i>respondent X</i>), who is one of our very good restorers in BG. She has done the antique theatre in the old city and some other major sites in Plovdiv with major projects on restoration. Let's say, such people can really work with the government, they want to work with the government, and there are a lot of them which are really good experts.</p>
20:06	<p>Even though as some kind of advice they are always open to such things but the local government is doing everything to, to skip this part. They do what ever they want, so if there is tension in such subjects and it leads to this (protests), the local government is accepting some ideas from the public. SO the people should always be on their toes and always in an attack mode so that they can always know that something bad is not going to happen. Which is not ok for me. I guess I am not used to this kind of communication,</p>
21:04	where you always have to be prepared to fight. (he laughs). And you always

	have to fight for this stuff, when you can have a good vision and policy.
21:17	So, one of my questions is, how does the government balance all of the different aims and objectives of all the stakeholders. Are you suggesting that there is no balance and there is just fighting and protests?
21:30	Ah, well, yeah. I don't think there is a balance in this system at all. The small amount of owners of heritage buildings, I mean, the homes of the people in the center which are monuments of culture have a lot of restrictions, and I will talk about this later, but they don't really have the government offering them something in return. So they can really feel that they have this valuable building and they feel that they should preserve it. It is not a 2 way communication. It is the government saying to the people what they should do.
22:29	It is not giving them a lot of opportunities.
22:35	Do you know how the resources are managed at the state level or even at the local level, for example, the human resources, the financial resources?
22:46	Well, as the whole system of the preservation, resources for restoration in BG are around half a million BG Lev. This is all that the state is putting aside for restoration for significant historical monuments in Bulgaria. This is the whole Bulgaria. And this ½ a million mostly goes to significant archaeological sites and religious buildings because they have a huge interest to the public. This is not connected to the idea of tourists yet. This is with the objects that are in risk. This is the only strategy the government has. That they save the sites that are in risk and the big gap between this and the
24:45	European funds, which are giving us limitless opportunities for restoration and tourist attractions and so on makes this new project of attractions. But they are really not attractions, they are heritage sites. In Bulgaria, the word attractions has some kind of circus meaning or kind of way. It should be entertainment. It should be an entertaining object. It is an object of knowledge an object of culture. Of course it should be presented to the public so that they can understand its message and entertained at a higher level. While these tourist attractions that are now built mostly work on a lower level
25:42	and it really lowers the knowledge of the people while it should enlarge it. So, the human resources and the physical resources needed to manage a site...on every site, there are no human resources or physical resources. It is project, project. When you have a project, you start renovating some parts of a site and then you finish and there is no development of this area for the time until the next project.
26:28	There is no maintenance, which is a huge problem in Bulgaria. On most of the objects, there is no maintenance. Because again, there are limited resources and a limited vision. Where there is no vision then, yeah.
26:57	Is this because of a differences in priorities? Do you think that the different stakeholders at different levels have different priorities?
27:21	Ah, well, yeah. This is a big problem that most of the owners of the heritage buildings do not recognize the big opportunities that they have with the heritage buildings. And they are expecting something to happen with out them really making an effort while the government is working mostly on archaeology. And it is very different from object to object. There are very different problems.
27:59	I don't know how to answer. Maybe it is too late for me to say this, but I have been working for 4 years now on this matter and all of the time for this Institute for Immovable Cultural Heritage we have seen a lot of problems. That is why I

	am so concerned about the problems because I see them every day.
28:37	Everyday I work with them. I would like to say about the positive stuff. This is so that everything is not negative. Yeah, I don't know how it sounds. Maybe it sounds really negative what I am saying but it is something I observe everyday. And I will say some positive stuff.
30:57	<p>The Institute is the expert organization that is on a state level and we give advice to the ministry of culture. Everything we do is the first step and the second step is on the state level to be approved and to be registered as official for the country or different sites in Plovdiv.</p> <p>So do you also work with the heritage that is located in other Bulgarian cities?</p> <p>The first three years I was working in Plovdiv, but now I am working in Sofia. I was concentrated mostly on Plovdiv. Did you receive the maps that I sent you?</p> <p>Yes.</p> <p>I gave you two maps that are named 2000 and 2015. Do you want talk about it now? Or we can finish with your questions?</p> <p>Yes, if we can just finish with a couple more questions because I have one question I have on my mind. How are different sites within the city prioritized because Plovdiv has a number of sites that right now are being worked on.</p>
33:25	For instance, in Plovdiv, there is no such problem with sites in risk because a lot of work has been done over the years with the restoration and a lot of projects are now on going. So the government does not really put Plovdiv in this endangered list, so the government is working mostly on administration here I mean, when there is a project, the government
34:08	is approving or rejecting what I am showing you, these two maps are really my work over these 3 years. The first map, 2000, is the map I started working with in 2011. It shows the different examples in orange which are the huge neoclassical buildings in the centre of Plovdiv which are the main streets. And on the other hand you have the old town in red and everything that is in yellow is the buffer zone which is in protection and with lower restrictions.
35:08	The big problem right now with the policy in Plovdiv, in 2009 the new heritage law, I don't know if you are familiar with our heritage law, but in this law, the term Architectural historical reserve was removed and so the old Plovdiv is no longer a reserve while the same law, the new heritage law introduced a new term which is archaeology reserve, which you can see it in the second map, the 2015 in the red strips. This is the new area of the archaeology. So we have two different levels of Plovdiv. You have the archaeology which works with some parts of the law and all the other stuff that is coloured which is working lets say the living city, they have different regulations that do not communicate with each other very well
36:30	There are problems everyday when there is a project on such sites because first you have to do excavations, you have to do research, this research has to be approved, and you have the new building over it and the new building has some restrictions that have to be approved and so on and so on.
36:52	There are no regulations that are on this matter. This makes it very hard every time because there is a battle between the Ministry of Culture and the owners. It is very problematic. The maps show some other problems that the old town which was nominated for the world heritage site there was no buffer zone from some part of the town
37:32	we are now creating some buffer zones which are located on the northern and eastern part of the old town. And we are cutting down on some of the buffer

	zone on the south-eastern part of the city.
37:53	We are making a lot of changes and most of these changes cannot proceed with out the conservation and management plan for the city for the archaeology. And there is no such plan. I guess you are familiar with the structure of conservation and management plan for heritage sites. Such plans should be made for the archaeology in Plovdiv, and without this happening, none of the living city can really develop
38:40	right I mean. It will develop in a chaotic way without regulations.
38:56	How did you come up with this plan? Were you liaising with someone from within the local government?
39:30	This plan was made in the year 2000
40:50	This plan actually represents the work of a lot of people before me and also my work of the three year period that I have worked in Plovdiv. The buffer zone is an old idea that we are now continuing. It represents almost anything that we have done for the last three years. I guess I wanted to talk about it because the huge problem of Plovdiv is that there is no conservation plans for the heritage, which leads to the chaotic way of restoration and preservation of the heritage.
41:36	This is a plan that is being put into the heritage law so it is something that should be done. You said the vision. This is kind of the local vision what should be done with the heritage. This is an on going negotiation with the local government that we can start to do.
42:01	Does the EU have any participation in this at all?
42:13	No I don't know if there is any. Maybe only with the EU funds they have some regulations or so
42:49	I was just wondering If there is any external involvement or I know some money is coming from European sources. But do they have any say at all with any of the strategies or plans or if they don't do they have any follow up afterwards to see where their money was used?
43:09	On the projects that were funded by the EU? Yes . There is always this final overlook of the projects if it has succeeded let's say. If it has followed everything that was put inside the plan. So yeah there is this. Yeah but with all this vision local regulations and so on this is only local governments and the Ministry of Culture
43:50	What about preservation of these heritage sites, you said before that there is no maintenance on them, there is no preservation on the heritage sites then?
44:04	Yeah on most of the sites. There are no law, in heritage law there it is said that the owner of each heritage site should maintain it and preserve it. But if there is no money coming for this There is no way of it happening. And so as I said everything is happening project by project. The local government does not regularly maintain these structures. They are only doing a project
44:55	Before when we talked about communicating with the community about the different projects that are happening. Do you know who is involved in deciding how to communicate projects with that people?
45:10	ah well. Again in the law and the local government, regulations and state laws clearly said that Projects of governments should be communicated with the public opinion and experts organization NGO and so on but this only happens when people are willing and want this to happen. The local government does not do this regularly. It is not like on every project there is a public talk only if there is a protest or something like that the local government considers a public hearing of the project.

46:10	it was done for that project on Nebet Tepe. After the protest of course.
46:40	How do they determine how long a project will take?
46:45	This is only part of that funding mechanism. There is a very bad practice here. When a site should be researched, I mean every part should be researched, registered and be put into lists. Decided before hands what is going to happen with it. This is done very quickly so that the real projects restoration can start. This is some of the biggest problems right now with archaeology projects is that there is no good research before the restoration. That was also the problem with Nebet Tepe.
47:43	Nebet Tepe did not have this full research on its value of its different layers of historical parts from different eras. It was not really good research on this. Without this research you can not really make a good restoration project because you do not know what to preserve, how to show it, how this site really communicates with people. You actually do not know what you are showing to people. This is true for a lot of sites right now. That time is very little for the archaeologists to research and excavate and there is also really limited time for the workers to restore or to do that project
49:00	the time is really a problem and then the results are shocking when you see what happened to this problem because this fast working on heritage sites leads to a lot of destruction. A lot of non- competent decisions on site
49:30	What are the limitations with the policies that are being implemented?
49:55	I cannot really answer that right now because I have so many bad things to say about the time, the knowledge, I would say the money is... Ok, we need the money to work but it is not really a limitation. It is the limitation of the minds and the knowledge of planners on these sites maybe they are not really the big problem the big problem is the local governments they are struggling to take the money from these funds and to showing off to the public that they're really doing something.
50:49	What about success and the strength? To go to the positive side now How do you measure success of the performance of the organization?
51:09	By organization you mean the local governments or the whole system? The whole system . Well, this leads to another big problem of course. This problem is that most people are not familiar with the valuables of the heritage, with the purpose of preserving heritage and so many of the restoration projects are overlooked and looked at as something very nice that is happening that people are very happy that we are developing we are building new fortresses which is something that is happening now I don't know if you're familiar with it. We are building new fortresses on the ruins of the old ones. And people are happy because they think this will lead to a lot of tourist attractions and of course a lot of money into the economy of the country but what is coming from these tourists that just come once and never return to this place. Is that they will find some new attraction like Disneyland they will not find something authentic they will not learn something new about the culture they will not learn about the country in its current state
52:55	they will just see a castle which was erected from nothing. nobody knows if this castle looked like that or not. This is a deep problem but on the surface people are fine and think this will lead to an economy boost. So yeah most of the people are OK with what is happening
53:43	Something I heard and now I am wondering. People have told me that there is training that is taking place but it is only done at the state level. Is it true that

	people are being professionally developed only at the state level but not on the local level?
54:03	Yeah there's also this problem. First of all the university of architecture, civil engineering and geography in Sophia is producing these experts on cultural heritage preservation, this is my school. Also our Institute is conducting training course on heritage preservation for architects but this is again only for architects. Not only is it not locally spread the education on Heritage but it is not equally spread through the practicing experts in the field so civil engineers that are responsible for the constructions on site and other stuff do not have specialized education on cultural heritage so they never got to know how the old structures work. And different forces
55:11	so every time we go to a place with some kind of small risk on it the civil engineers always like to take it's better to take his building down because they are afraid it might fall because they don't really know how to work with the old constructions and how they could strengthen them this is a problem on this level because they are the ones responsible.
55:51	Let's say me as an expert I can talk about the architectural value of the building but I cannot express expert opinion on construction, only the civil engineers can. And if they don't have this education the system falls down and the buildings fall down. The only way for such an engineered to specialize area is really to work on this, there is no education only the practice and this is not only for civil engineers. It is also for every other expert in the area that works with heritage and mainly workers I mean on site workers there is very bad practice with them because there is no one to teach him how to really preserve the old structures-
57:02	they are just building new stuff over it and they think these projects like the new building like something lets say a mall building they don't think as something that should be preserved. So yeah the short answer is yes there is only a low level education and most of the people that are working in heritage are not educated in this area
58:24	Is there anything you want to add?
58:27	There is a website called heritage.bg You can check it this is our website of me and some colleagues it was a kind of initiative we took and explain everything that I explained to you now it explains there and the purpose of the website that we explain publicly what the problems in the field of cultural heritage preservation are
59:17	of course everything there is in Bulgarian but there is an English resume so you can at least read the resume and get a glimpse of basically what we are doing So the whole idea was that this goes on one hand to the public and on the other hands to the Ministry of culture because we are part of the Ministry of culture I mean me as a worker of the national Institute and the other colleagues but we can not really puts these problems on the table from our field from our spot that is working in the Ministry of culture we have seen that a lot of these problems should be taken to the public so that the public demands from the states to solve the problems.
1:00:16	The Name of the website heritage.bg is why we need a strategy to preserve the cultural heritage of Bulgaria and with every question that we put we have answered what should be done so we have basically put the framework of this strategy. And our idea is that this is going to lead to someone in the Ministry of culture first to invite us to basically do this with the Ministry of culture and

	secondly for someone to just do it. We don't want to participate we only want participation in the consultation so that we are sure what is going to be put in the structure is really going to help the heritage like I said the local governments are making a lot of strategies a lot of plans for the future but they are not leading to this preservation that is needed for the different cultures.
1:01:26	When did you start this website?
1:01:37	It was started last year and basically by now we have left it so most of the stuff is from last year. We are now I mean me and my colleagues and other experts from all over the country we created this society that is called Forum cultural heritage which includes every expert organization in cultural heritage I mean architects, archaeologists, engineers, universities, institutes on culture as a whole and we have put our demands to the government as an expert site. We have put our demands for the country what should be done and what should stop what practices should stop and what are the steps that should start so that the problems really start to be resolved
1:03:04	now the problems are just being put aside and nobody cares. They just continue to restore old stuff without knowing how and where or why. This is what we do right now and only three days ago we have had another press conference on this matter so we are really trying to communicate with the public society trying to make people take more initiative on the matter and to get to know more about the matter. Like I said before the knowledge is a big problem. Not only for the experts before the public, the basic knowledge of what is heritage why should you preserve it. The problem is how this might be an expert problem, why and what is heritage is something that is basic, and what is authentic is basic and everybody should know this like in kindergarten because we have a lot of heritage here and so it is a big part of our life.
1:04:17	The whole city center is basically a heritage site. People are now living there and they don't know anything about it. There is a lot of basic knowledge that should be passed to the public so that the public should demand from the government a better preservation of the heritage.
1:05:53	Your research could contribute if you first really know what the problems are. That is why I first asked you who you originally spoke with before me because I guess that you spoke with the local government in Plovdiv, and they have a lot of nice things to say about themselves and maybe they really do not want to share the problems.
1:06:24	It is not easy for us to because we have to do this every single day and we are basically on the opposite positions of the people who are in charge. Thank you very much for answering my questions and taking the time. I want to keep in touch with you.
1:07:11	I would be happy to and I want to know how your work is developing. And I will really help you with something else if I can. There is no problem for me. I'm sorry that it took so long for our meeting. A lot of things have been going on.
1:09	Something that is an opportunity for us is that many people from the outside, outside of the Bulgaria area are communicating with us and have been showing us a better way and the different way of dealing with problems. Right now, people are trying to solve the problems with the old ways, and in the old ways are not the ways it should be done. There are some new ways to solve the problems with heritage. We are trying to attract the public's attention to do this but for now we are only attracting people like us, experts and really driven people. Everyone should be a part of it. It is very important that people who are

	not Bulgarians talk to the public and to say these problems that are very important. I will be very thankful if you can contribute with that in this area that would be great.
--	--

Appendix 14 Framework Approach to Thematic Analysis Pilot Study Sample

Respondent 1	<ul style="list-style-type: none"> Municipal of Plovdiv Architects Archaeologists Different foundations Mayor (part of the municipal) Local Council for Cultural heritage The Institute for Preservation and Cultural Values EU Governors Administration Specialists in the field Different foundations 	<ul style="list-style-type: none"> Using past accounts from strategic documents Use past experiences (use past mistakes as lessons) Use rules from archaeology and architecture (aesthetic principles) THEY DO NOT HAVE A MONITORING SYSTEM EU-pushes BG Surveys sent to specialists to evaluate new policy manuals Using the legal base DO NOT USE COLLABORATION Survey existing practices in other European countries Charters (Berlin) Archaeological surveys Outsourcing- using a British specialist 	<ul style="list-style-type: none"> The structure of the institute The tunnel discovery 	<ul style="list-style-type: none"> The tunnel below the stage Branding the city project 	<ul style="list-style-type: none"> No deadlines, no rules, no stipulations on contracts or agendas No knowledge/specialists (high quality workers) Bad mentality No monitoring system- no one in control of this (implementation) Missed opportunities with poor excuses Projects are not finished Methodology mistakes creates mistakes in the analysis Decisions are not a common plight (interpretative) Funding 	<ul style="list-style-type: none"> Governance/Monitor Mentality needs to change More skilled people are needed The Municipality needs suggestions how to attain funding More of a collaborative approach is needed
Respondent 2	<ul style="list-style-type: none"> Municipal of Plovdiv Architects Archaeologists The Institute for Preservation and Cultural Values 	<ul style="list-style-type: none"> Research Practical experience Theoretical knowledge Use rules from archaeology and architecture (aesthetic principles) Architects and archaeologists advise Funding regulations come from The Institute for Preservation and Cultural Values 	<ul style="list-style-type: none"> The structure of the institute The tunnel discovery The tunnel for the entrance (evacuation) Restoration The large gate with green 	<ul style="list-style-type: none"> The tunnel below the stage Restoration Wider entrance for evacuation More green vines on the large gate Information room with glass facade Grassy relax area Model of complex in relax area Future conservation??? 	<ul style="list-style-type: none"> Funding The theatre structure is being damaged due to current strategies and use Not enough seats to accommodate everyone There is no security No knowledge/specialists (needs high quality workers at the ground level and in management) Practical work is needed in the education system Brain drain No monitoring system- no one in control of this (implementation) No collaboration with decisions Technology is out-dated No one knows when it is the right time to finish a project There needs to be an emphasis on sustainability 	<ul style="list-style-type: none"> More sustainability practices with the theatre (future conservation, re-conservation, carrying capacity, security, etc.) More skilled people are needed More collaboration with management Less bureaucracy The site needs a special governing body Socialise the monument (collaboration) New technology is needed
	Stakeholders	Strategy Creation Methods	Past Projects (5 years)	Future Projects (next 5 years)	Barriers and Challenges	Suggestions

Appendix 15 *Follow-Up Questions for Stakeholder Identification Verification*

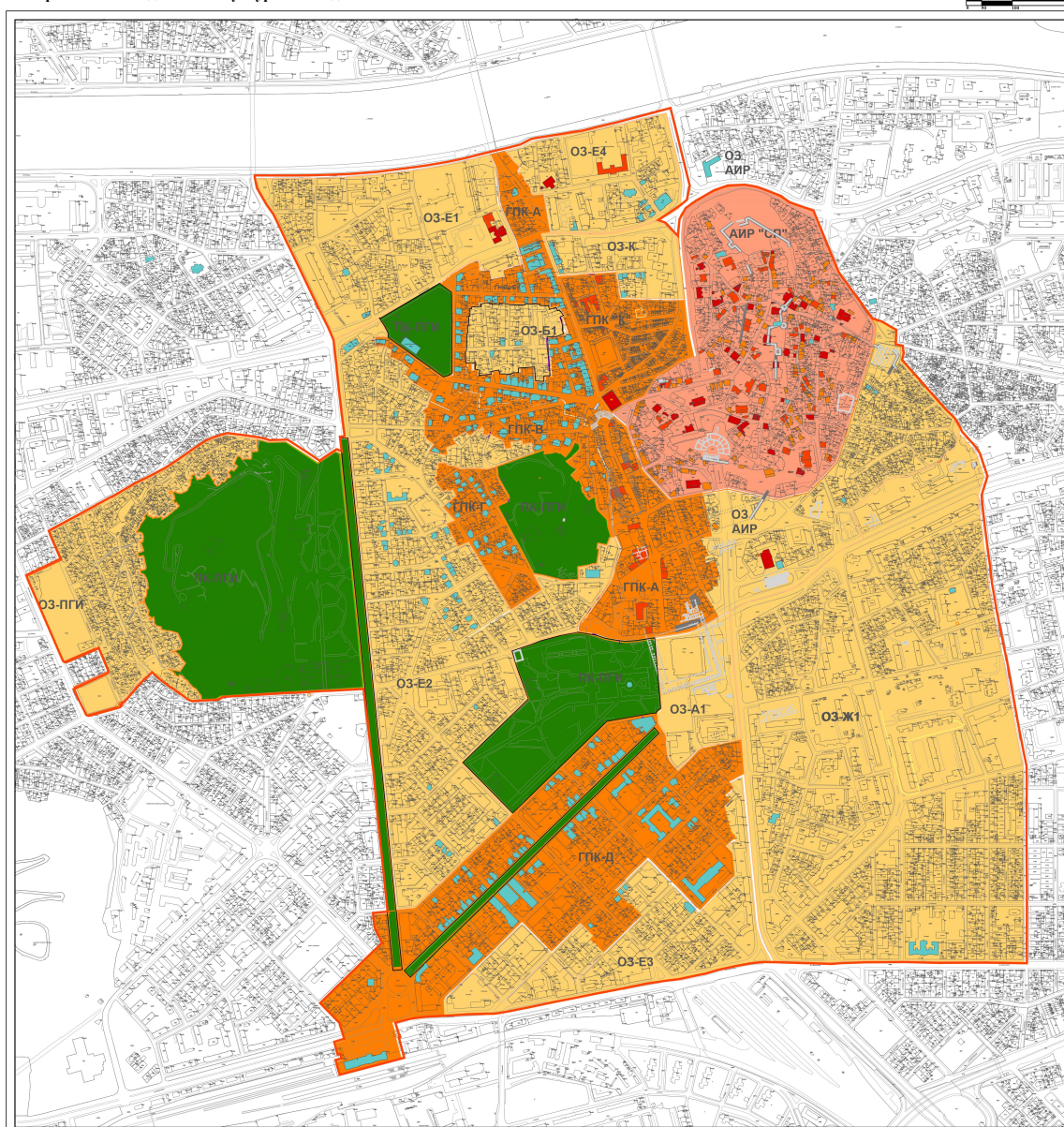
Is this list correct? Are these the stakeholders involved in managing heritages in Plovdiv? Can anymore be added? Are they ranked correctly?

1. The Ministry of Culture (with the most decisional power)
2. The NIICH
3. The Mayor
4. The Regional Governor
5. The Municipal Council
6. The Municipal Institute
7. The Community

Appendix 16 Zoning Plans for Plovdiv, Year 2000

ГРУПОВА НЕДВИЖИМА КУЛТУРНА ЦЕННОСТ ИСТОРИЧЕСКА ЗОНА "ФИЛИПОПОЛ-ТРИМОНЦИУМ-ПЛОВДИВ"

Опорен план на недвижмото културно наследство

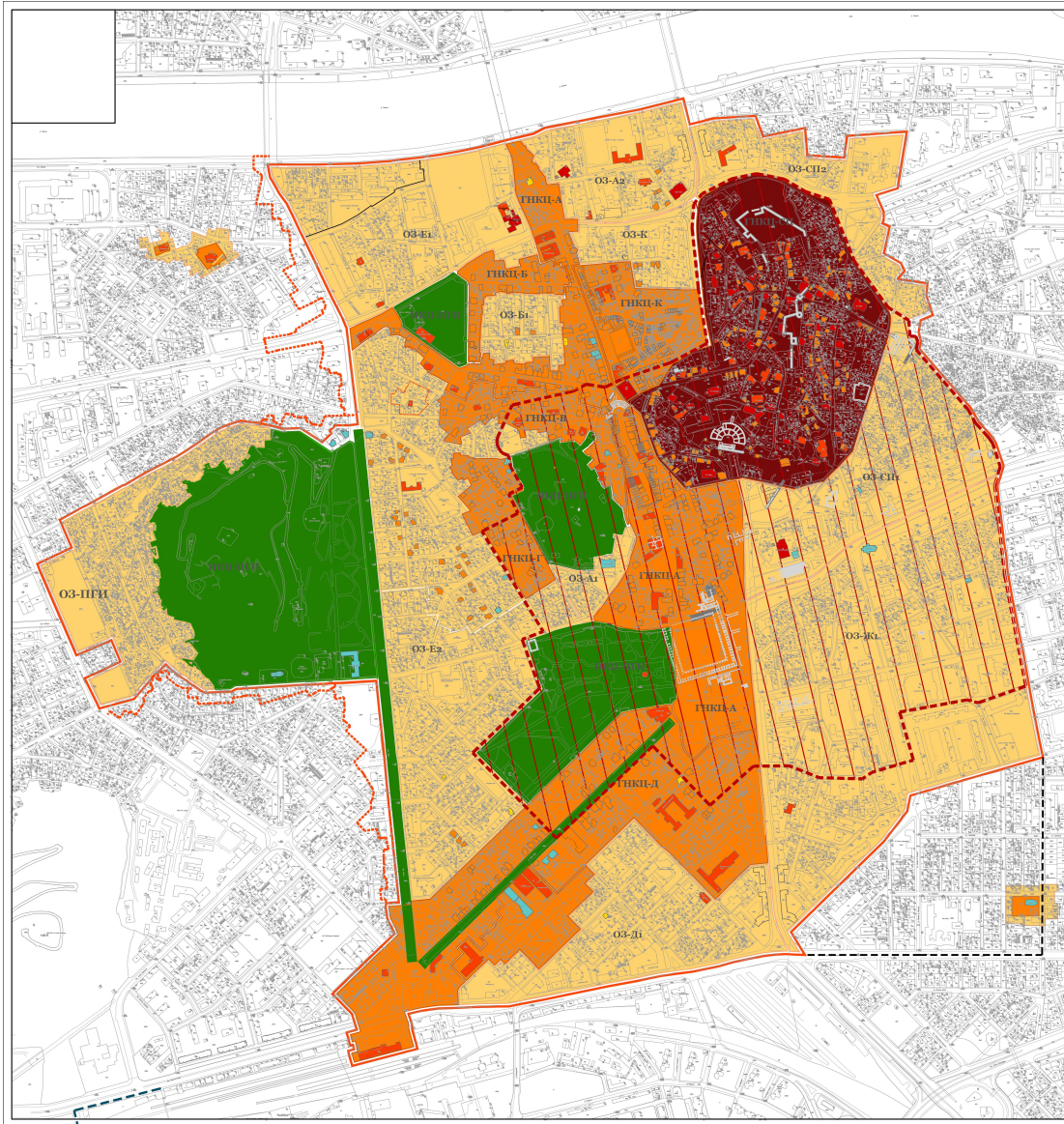


ЛЕГЕНДА:

- | | | |
|---|--|--|
| <ul style="list-style-type: none"> Групова недвижима културна ценност: "Историческа зона "Филипопол-Тримонциум-Пловдив" Групова недвижима културна ценност и недвижими културни ценности на парцели и градски блокове Групова недвижима културна ценност и недвижими културни ценности на парцели и градски блокове Групова недвижима културна ценност и недвижими културни ценности на парцели и градски блокове | <ul style="list-style-type: none"> АИР "Среден Пловдив" (ПМС №143/02.05.1999) Групова недвижима културна ценност (ПМС №143/02.05.1999) Недвижима културна ценност изградена - парцели и блокове Ограничено или изградено недвижима културна ценност, недвижими културни ценности на парцели и градски блокове Архитектурна недвижима културна ценност | <p>ИНДИВИДУАЛНИ АРХИТЕКТУРНО-СТРОИТЕЛНИ, УХОДНО-СТЕПЕННИ И ИСТОРИЧЕСКИ ПАМЯТНИЦИ НА КУЛТУРАТА</p> <ul style="list-style-type: none"> реконструирана недвижима културна ценност от национално значение реконструирана недвижима културна ценност от местно значение реконструирана недвижима културна ценност от международно значение и от значение декларирана недвижима културна ценност |
|---|--|--|

НИНКН - София, 2015г.

Appendix 17 Zoning Plans for Plovdiv, Year 2014



Appendix 18 *Future Research Plans*

1. Apply for the BAM2017 Conference at the University of Warwick. The research conference takes place on September 5th -7th 2017.

<https://www.bam.ac.uk/news-story/8987>

2. Team up with other practiced researchers and conduct a study for publication. Publication goals include the Annals of Tourism Research, Tourism Management, International Journal of Tourism Research and the Journal of Cultural Heritage

Appendix 19 *Publication and Main Contributions to the Research*

BAM research Conference Acceptance with Reviewer Comments

Submitted by: **Carrie Ann Bruehlmann** (Edinburgh Napier University, CH), ID: 4755

Alternative Track(s): Track 23: Strategy as Practice

Keywords: Stakeholder, Stakeholder Theory, Governance

Word Count: Please include the word count for the Paper you will upload.: 7,000

© Copyright form signed by Carrie Ann Bruehlmann on 26th Feb 2015, 04:15:47pm

Review Result of the Programme Committee

This contribution has been accepted.

Review 1

Reviewer's comments on the contribution

Comments for the authors:

This is not a bad paper at all... the author has clearly invested much time in researching stakeholder literature and conducting primary research in Bulgaria. However, the contribution this paper seeks to make is unclear, and it would have benefited from a narrowing of the boundaries/ specific statement of intended contribution to knowledge.

The literature review is perhaps a bit too comprehensive - the author needed to do more to make it relevant for the reader. It feels unduly long, at times 'over-referenced' and needed to be brought to more of a conclusion than the single question offered.

The methodology and findings could have been punchier and better structured/communicated. By the end of it, the reader is left without a deep sense of what the author has found. Whilst a chronology of conversation with interviewees is offered, it feels like a deeper analysis is missing... could stakeholder theory have been leveraged more fully/clearly? The closing discussion and conclusions further emphasise this point, as concrete insights are thin on the ground.

Net - this paper shows a lot of endeavour but would benefit from significant sharpening towards a clear statement of contribution; a better focussed literature review, and an engagement in deep analysis and discussion of the potentially useful primary data. Good luck to the author - keep going with the development!!

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You have submitted one or more contributions, which you see listed here:

446	Conference Track / Type of Submission : Track 22: Strategy An exploration of stakeholders: identity, power and priorities for heritage attractions in a Bulgarian city ©	Show Abstract Contribution Details Review Results Final Upload	
	Bruehlmann, Carrie Ann		
	Organisation(s): Edinburgh Napier University, Scotland		
	1st file BAM Research Conference Paper.pdf (26th Feb 2015, 04:16:24pm GMT)		
	Submitted File(s) for Final Version:		
	1st file Bruehlmann BAM Paper Final.pdf (21st Jun 2015, 11:49:31am GMT)		
This contribution has been accepted.			

Poster for Edinburgh Napier Research Conference

DBA DELEGATE: CARRIE ANN BRUEHLMANN (YEAR 3)

PRIMARY SUPERVISOR: AHMED HASSANIEN SUPERVISOR: MILES WEAVER

AN EXPLORATION OF GOVERNANCE: STAKEHOLDER IDENTITY AND STRATEGIC DIRECTION FOR HERITAGE ATTRACTIONS IN PLOVDIV, BULGARIA

Introduction: The aim of this stage in the study is to conduct a stakeholder analysis to determine who is involved in governing heritage sites within Plovdiv, Bulgaria. Stakeholder theory suggests that for success in business, it is crucial to identify all stakeholders and their strategic direction (Kas et al., 2001; Sautter and Leisen, 2009). Previous studies imply that Bulgaria lacked strategic policy planning for heritage (Kong and Gotti, 2006), and that primary stakeholders in Plovdiv viewed heritage as either obstacles to development, or a product for tourism exploitation (Council of Europe, 2008). Plovdiv has recently won a bid to be the European Capital of Culture in 2019 (Baruch et al., 2014). With this, questions may be raised regarding the governance of sites within the city. The overall study involves two stages. The first stage identifies stakeholders and their strategic direction in Plovdiv. The second part will investigate strategic planning in Plovdiv in greater depth. The aim of the main study is to determine how managers of heritage attractions in Plovdiv apply strategic management for their business planning. Stage two is still being explored in the literature review and in the primary research. The first stage helps to identify and assess the second stage. This poster focuses on the first stage only.

Objectives:

- Critically review current literature to create a preservation conceptual framework that will help heritage managers to strategically assess planning and policy for heritage sites.
- Identify stakeholders and explore their power and involvement in the planning process.
- Apply the conceptual framework in Plovdiv.
- Propose recommendations for heritage managers to strategically plan and evaluate their policies.

To be explored in stage two

Explored in this stage

To be explored in stage two

To be explored in stage two

Contribution to Theory/Practice:

The contribution from this research includes the distinctiveness of undertaking Plovdiv, Bulgaria as a case study. The study exhibits those governing the heritage sites within the city. In stage two, the conceptual framework will provide a different lens to view policy planning and provide practical application.

Methodology:

The study included semi-structured and focused interview questions. Three groups of questions were used based on literature review findings.

FIRST GROUP	Stakeholder involvement in assessing policy
SECOND GROUP	Stakeholder involvement in the creation of policy
THIRD GROUP	Stakeholder involvement in implementation of policy

Purposive sampling was used based on relevance to the objectives. Seven stakeholders involved in the planning were contacted via email and asked to participate. Each respondent agreed and interviews lasted approximately one hour. The primary data collection took place in August 2014. After the initial results, stakeholders were ranked according to levels of power. Stakeholders were then sent the results and asked to assess the rankings and degrees of power.

Arnstein's (1969) Ladder of Citizen Participation



Results of Stakeholder Identification and Power in Plovdiv for Heritage Planning

Rankings of stakeholder power for strategic heritage planning in Plovdiv based on Arnstein's Ladder (1969)	Research Results Ranking of Stakeholders	Local Level Manager Ranking of Stakeholders	National Level Manager Ranking of Stakeholders
Citizen Control Degrees of Citizen Power	1	Ministry of Culture - Located in Sofia	Ministry of Culture - Located in Sofia
Partnership Degrees of Tokenism	2	National Institute of Immobile Cultural Heritage	National Institute of Immobile Cultural Heritage (NIICH)
	3		Heritage Professionals: Architects, Archaeologists, Conservators, Historians, Building Supervisors
Placation Degrees of Tokenism	4	Mayor	Municipality (Mayor)
	5	Regional Governor	Regional Governor
	6	Municipal Council	Municipal Council
	7	Municipal of Plovdiv	Municipal Institute of Ancient Plovdiv
Consultation Degrees of Tokenism	8	Architects, Archaeologists, Building Supervisors, Groups that fund projects (part of the Municipal Group)	Architects, Archaeologists, Building Supervisors, Groups that fund projects (part of the Municipal Group)
Non-Participation	9	Community	Community

Table Explanation: Arnstein's Ladder (1969) is instrumental in identifying stakeholders and their roles within a hierarchical governing system. The framework includes a ladder-shaped diagram with eight rungs representing a level of power. Starting from the bottom of the ladder, the first three rungs are considered non-participation. Here, stakeholders have no power to plan; yet are informed about changes that may happen. In the next three rungs, degrees of tokenism, power-holders can advise, but may not have a voice. The final two stages of the ladder are degrees of citizen power. Here, stakeholders have full managerial power to negotiate and initiate changes. Results from Plovdiv are displayed in the Stakeholder Identification and Power chart. The second column includes initial results after seven interviews were conducted. The last two columns include rankings from local and national level managers.

Results:

Findings reveal that there are different levels of stakeholder groups, nationally and locally, who are instrumental in the policy planning. Stakeholder involvement is done in different stages and not everyone is involved in each stage. It is also implied that stakeholders have difficulty identifying others involved with the planning and are less aware of the different strategic directions among stakeholders. When asked to rank stakeholders as to how much power they had in heritage planning, different outcomes were given. National level managers included more stakeholders and their involvement than local managers.

Conclusion: It is recommended that all stakeholders be involved throughout the assessment, creation, and implementation stages of policy planning. Additionally, stakeholders should have an awareness of strategic directions and synchronize objectives and goals. Lastly, the community should have more involvement because the heritage sites within their municipal impact them directly.

Appendix 20 *Photographs of Heritage Sites in Plovdiv*



The Ancient Theatre



The Ancient Stadium of Trimontium



The Odeon of Philippopolis



Nebet Tepe

Hisar Kapia

