A Sustainable Future for PAN Parks Regions

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NHTV BREDA 2000

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CHAPTER 1 INTRODUCTION

This chapter explains the background and structure of this report. Paragraph one provides an overview of the background and motive for the research. This paragraph is followed by an outline of the objective of this research. The third paragraph contains the research method, and this chapter will be concluded by a description of the structure of the report.

§ 1.1. Background and motive

The World Wide Fund for Nature (WWF) is an international organization which strives to conserve nature and ecological processes worldwide. It tries to seek sustainable use of natural resources, and to promote the reduction of pollution and wasteful consumption whilst recognizing and respecting human needs and livelihood.[1] WWF believes that tourism can be a positive force for conservation and environmental protection, provided that it will be undertaken in a sustainable way. Moreover, it could provide unique opportunities for awareness raising and enhancing support for conservation.

Tourism is one of the biggest and fastest growing economic sectors in the global economy. It has significant environmental, cultural, social, and economic effects, both positive and negative.
Western Europeans have seen an increase in both their leisure time and in their disposable incomes in recent years. They are also looking for new destinations, and new ways to spend their leisure time.[2] There is a growing demand to spend leisure time in natural surroundings. As a result 'green' destinations and nature-based tourism are economic areas of growth.

Europe is home to more of such destinations than one would think at first sight, and has a large potential for nature-based tourism, which has yet to realize its full potential. There are numerous protected areas to be found which are home to many of Europe's natural treasures such as wild animals, ancient forests, mountains, lakes, and volcanoes.[3] Most natural areas have some status of

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[1] WWF, *Tourism Position Statement*, May 1999
[2] FNNPE, *Loving them to death? Sustainable tourism in Europe's Nature and National Parks*. FNPPE, Grafenau, Germany, 1993.
[3] WWF, *PAN Parks The Yellowstone Parks of Europe*. Information brochure.

protection such as National Park, wildlife reserve, World Heritage site and nature reserve (for example see appendix 1), but by many governments these categories of protected areas are not being acknowledged. Moreover, there is hardly any awareness among Europeans of the natural heritage of their continent, there is no sense of pride and ownership. As such there is no 'fight' to save and preserve Europe's nature.

Taking into account the above, World Wide Fund for Nature, various protected area authorities and the Dutch Leisure Company Molecaten Group developed the Protected Area Network (PAN) Parks concept. It is a unique initiative which combines nature conservation with tourism in the creation of a European network of protected areas that welcomes visitors, but at all times allows nature conservation to prevail over aspects related to the use of a protected area.[4] PAN Parks is a way to give nature economic value, and to protect nature from further destruction. It unites Europe's most valuable protected areas in a network of well-managed, internationally recognized protected areas. Within the PAN Parks project there has been chosen for sustainable tourism as an instrument to add economic value. PAN Parks will offer unique, high quality nature-based experiences for tourists.[5]

The PAN Parks project aims to provide a nature conservation based response to the growing market of nature-oriented tourism by creating a quality brand, which stands for: [6]
- An expanding network of well-managed protected areas with high conservation value;
- Areas which are widely known by Europeans as natural capitals of our continent, which they know and are proud of;
- 'Must see' sites for visitors and wildlife lovers. They stand for responsible high quality nature-based experiences for visitors;
- Wider public and political support for the protected areas through changing attitudes and growing economic value of protected areas;
- New income for parks and, in particular, new jobs for people in rural areas.

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[4] http://www.panparks.com/panintro.htm
[5] WWF, *PAN Parks – The Vision*. WWF Zeist, The Netherlands, 2000
[6] WWF, *PAN Parks – A synergy between Nature Conservation and Tourism in Europe's Protected Areas. WWF fact sheet. WWF,* December 1999

Due to the innovative character of the project, combining nature conservation and tourism, the European Pan Parks Management Organization (EPPMO) needs extra expertise in the field of tourism with regard to sustainable tourism management. It needs to be worked out more in detail what could be understood by sustainable tourism development, and how this type of development could be implemented and managed in practice. Especially in the areas of a sustainable tourism development strategy, visitor management, marketing, and training and education, there is a need for expertise on how tourism could be implemented. PAN Parks management wants to have manuals which explain how tourism can be implemented in the areas mentioned above.

A manual has appeared to be best manageable both from the point of view of the EPPMO as well as from protected area management and other local people. By use of manuals local people can work relatively independently, and consult the EPPMO whenever necessary. This contributes to one of the starting points of the project which is that local people should remain in control of their own region and future. From the EPPMO's point of view a manual is most practical, as it is in line with the project's concept. Furthermore, the EPPMO can continue to function as facilitator for protected areas which are working towards becoming a PAN Park. Moreover, they can remain to be the responsible party in appointing an independent verifier and guiding the verification process of assessing protected areas to see if they meet the Principles & Criteria, which form the basis of the project, in order to become a PAN Park.

§1.2. Research objective

As can be seen in the organizational chart of the project in appendix 2 a set of Principles & Criteria form the basis of the whole project (see also paragraph. 2.4. of chapter two). These have been derived from the vision and goals of the project, and form the basis for the overall PAN Parks strategy. This general strategy can be divided into several strategies on project level of which the conservation strategy and the tourism strategy are considered the most important. These strategies are responsible for realizing the goals of the project as set at the general level. Nature conservation is the final goal and tourism is a means to realize this goal.

The tourism strategy can be divided into several items for which guidelines need to be developed, and sustainable tourism development is one of them. As can be noted from appendix 3, this item is related to the fourth Principle, **a Sustainable Tourism Development Strategy (STDS)**. The steps that should be followed to develop a sustainable tourism development strategy (STDS) are described in figure 1.1.. The model has been developed on the basis of information collected from interviews with tourism experts.

Figure 1.1. Towards a sustainable tourism development strategy

1. Assessment of tourism potential
   and carrying capacity ('product analysis');

2. Market analysis;

3. **Analysis of stakeholders to gain support
   and commitment for sustainable tourism development
   in a region;**

4. **Objective and Strategy formulation;**

5. Strategy implementation;

6. Monitoring;

7. Feedback.
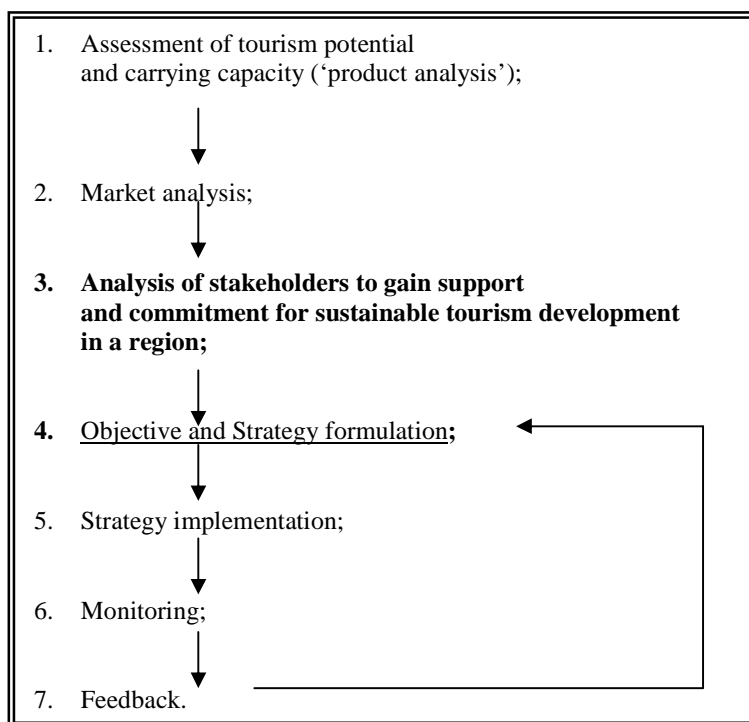
The first three steps mentioned in figure 1.1. are necessary in order to come to a formulation of a sustainable tourism development strategy. First an analysis should be made to assess the supply side (destination). A situation analysis should be done in order to assess if the destination has sufficient tourism potential and capacity to develop tourism. Moreover, the demand side (markets) needs to be analysed in order to determine the appropriate target groups for the type of tourism in a destination. Finally, in order to determine which role tourism should play in a region with a protected area and how to put this into a strategy, the third step should be taken. This thesis is related to the third step as mentioned in figure 1.1.

The following thesis objective has been formulated for managers of protected areas to decide on the future role of sustainable tourism development in their region:

"To develop guidelines for a manual for potential PAN Parks in order to enable them to determine the future role of sustainable tourism in their region with the aim to formulate a sustainable tourism development strategy accordingly"

There are several remarks with regard to the objective stated above.

- Firstly, this thesis is written on the assumption that the first two steps as mentioned in figure 1.1. have already been taken, and that research has proven that a protected area and its surrounding region have sufficient tourism potential and capacity to develop sustainable tourism.

- Secondly, it needs to be taken into account that this thesis covers only one part of the tourism related issues of the PAN Parks project. There are four other theses which all cover one of the different areas mentioned in paragraph 1.1.

- Thirdly, this thesis is written from the point of view of protected area managers, as they are supposed to take the lead in becoming a PAN Park. However, it does not exclude the involvement of other stakeholders involved in tourism development. On the contrary, it needs to be investigated in this research which role other stakeholders could play.

- Fourthly, aside serving to support management of potential PAN Parks to be able to deal with sustainable tourism development, this thesis also aims to be useful for protected area managers and relevant actors involved in sustainable tourism development in projects other than PAN Parks.

- The outcome of the research should be tested in the field to test its practical value. However, this can only be done if the time schedule allows it.

- Finally, it may appear in the process of this research that possibly a manual will not be sufficient to be able to determine the future role of tourism development for a region. Therefore, it should be taken into account that some form of additional input may be required. The form and manner of this additional input (if necessary) will appear out of the research.

§1.3. Research method

In this paragraph it is outlined which issues need to be investigated and discussed in order to reach the objective of this research and to formulate guidelines for a manual. Every issue to be discussed is accompanied by an explanation of how the necessary information was collected.

§ 1.3.1. The PAN Parks project

First of all, it is essential to discuss what the PAN Parks project is about in order to understand the rest of the research report. This is done by answering the question of how the project could be an answer to the problems of protected areas in Europe.

The information for this part of the research is collected by interviewing people from the PAN Parks management organisation, WWF, and other experts in the field of tourism. Moreover, the Internet and literature study in the form of articles, news letters, and fact sheets from WWF are used to complete this part.

§1.3.2. Sustainable tourism development

Furthermore, agreement should be reached on what can be understood by sustainable tourism development and the importance of this development in regions with protected areas as well as its relation to the PAN Parks project. Therefore, it is necessary to determine what can be understood by sustainable development, and which role tourism can play in the sustainable development of a region. The impacts of tourism development need to be discussed as well. People involved in the PAN Parks project, and other experts in the field of tourism and nature conservation such as ECEAT, The Ecotourism Society (TES), and IUCN, as well as literature are consulted to complete this part.

§1.3.3. Stakeholders in tourism development

When it has become clear what can be understood by sustainable tourism development, the next issue to investigate is which stakeholders are involved in sustainable development of tourism in a PAN Parks region. Issues such as the importance and different levels of involvement of stakeholders, the definition of a PAN Parks region, and how can stakeholders be identified need to be discussed.

The information that is needed to complete this part of the research is collected from interviews with experts in the field of community involvement in sustainable tourism and/or rural development such as ECEAT, AGROMISA, and SNV, as well as sources from the literature and the Internet.

§1.3.4. Building consensus among relevant stakeholders

Finally, the last part of the research explores how consensus can be reached among relevant stakeholders in order to determine the future role of sustainable tourism development in a PAN Parks region. Therefore, issues such as problems in the process of building consensus, the relevance of an external facilitator in this process, and which approach to use in building consensus are discussed here.

For this part information is collected from interviews with people who are experts in the field of one or more of the following fields: stakeholder involvement, community based development, participatory methods, organisation sociology. Examples of organisations that have been contacted are the Peak District National Park, Recreatieschap De Biesbosch, ECEAT, AGROMISA, and SNV. Moreover, literature and the Internet are used as sources of information.

It should be mentioned that when investigating the issue of participation of stakeholders in sustainable development of tourism in a PAN Parks region, issues such as political-, economical-, cultural-, and social situations of the different countries and regions should be taken into consideration. For example, people in Eastern Europe are less used to being involved in a decision making process than Western European people, due to the former communistic political system. This implies different approaches and methods for participation and consensus building among stakeholders.

§1.3.5. Conclusions and recommendations

The last part of this report will contain conclusions and recommendations based on the outcome of the research.

§ 1.4. Structure of the report

The structure of this report is visualised in figure 1.2.. This report consists of six chapters, which follow the line of the research method as described in the previous paragraph.

- Chapter 1 is a general introduction, which includes the background, motive and objective (among other subjects) of the research.

- The second chapter describes what the PAN Parks project is about. This is done by pointing out how the project could be a solution to the problems of protected areas in Europe.

- Chapter 3 outlines the discussion of sustainable tourism development in the context of this project. It starts with discussing regional sustainable development in general and continues by explaining which role tourism could play in sustainable development. Finally attention is paid to possible tourism impacts.

- Chapter 4 is dedicated to the different stakeholders involved in sustainable tourism development in the context of the project.

- The fifth chapter continues with a discussion of how relevant stakeholders in sustainable tourism development can reach consensus on the most desirable sustainable tourism development scenario of a PAN Parks region.

- The last chapter contains conclusions and recommendations based on the results of the research.

Figure 1.2. Structure of the report
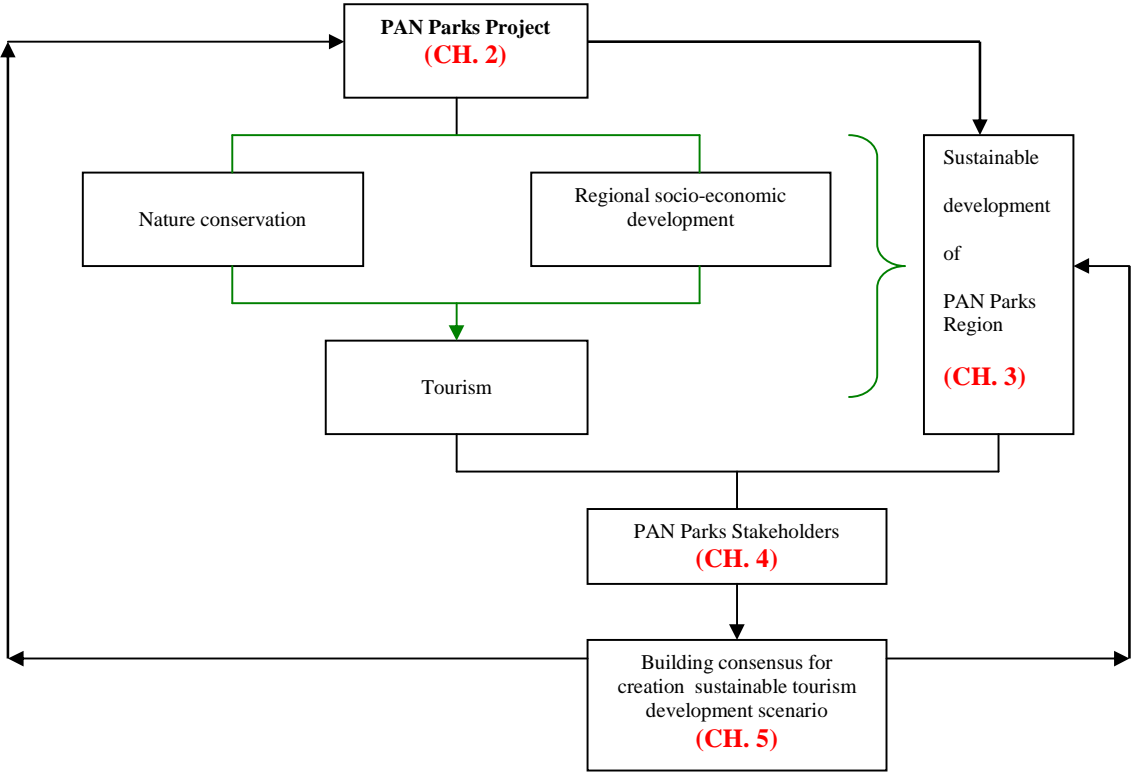
CHAPTER 2 THE PAN PARKS PROJECT

This chapter outlines the basis of the PAN Parks project by pointing out how the project could be an answer to the problems of European protected areas. It starts with an explanation of protected areas in Europe and is followed by a description of the problems of protected areas in Europe in order to place the project in a European context. The next paragraph discusses how the PAN Parks project can offer solutions to the problems described in paragraph 2.2.. Finally, the importance of the Principles & Criteria which form the basis of the project is outlined.

§2.1. What is a protected area?

Generally, a country's prime areas of natural and cultural interest have been assigned protected area status at national and sometimes international level by governmental decree. IUCN[7] defines a protected area as: *"an area of land and/or sea especially dedicated to the protection and maintenance of biological diversity, and of natural and associated cultural resources, and managed through legal or other effective means"*. Although this definition is known throughout the world and protected areas meet the general purposes mentioned in the definition stated above, in practice the precise purposes for which protected areas are managed differ greatly. The World Conservation Monitoring Centre[8] identifies the following main purposes of management:

- Scientific research
- Wilderness protection
- Preservation of species and genetic diversity
- Maintenance of environmental services
- Protection of specific natural and cultural features
- Tourism and recreation
- Education
- Sustainable use of resources from natural ecosystems
- Maintenance of cultural and traditional activities

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[7] http://www.wcmc.org.uk/protected_areas/data/sample/iucn_cat.htm
[8] http://www.wcmc.org.uk/protected_areas/data/sample/iucn_cat.htm

IUCN distinguishes different categories of protected area management, which are outlined in appendix 1. From the point of view of the PAN Parks project, a PAN Park which meets the Principles & Criteria should fall in category IB (wilderness area) or category II (national Park). At the time of writing this report category IB is being considered as the possible best suitable management form of a PAN Park, because within the communication concept of the project there is a tendency to emphasize Europe's wilderness. The slogans 'Europe has a jungle' and the Yellowstone Parks of Europe' can be mentioned as examples here. However, from a touristic point of view category II (see figure 2.1.) would be the best alternative, because whereas category IB does not allow any form of recreation within the boundaries of the protected area (then called 'wilderness area), category II still allows a limited form of recreation. As such, it would be more advisable to opt for the management status of National Park (category II). Another reason would be the fact that tourists will be attracted to a specific region because of the presence of a certain natural area (in this case a PAN Park), and as such they would often like to visit the park as well. In order to protect the more vulnerable parts of nature in a park, there are special techniques such as zoning, while at the same time other parts can be open for visitors.

Figure 2.1. IUCN Management Category II, a National Park

> *A National Park is:*
> *"A Natural area of land and/or sea, designated to:*
> - *Protect the ecological integrity of one or more ecosystems for present and future generations;*
> - *Exclude exploitation or occupation inimical to the purposes of designation of the area;*
> - *Provide a foundation for spiritual, scientific, educational, recreational and visitor opportunity, all of which must be environmentally and culturally compatible.*

Source: IUCN (1994). 1993 United nations List of National Parks and Protected Areas Tourism

In appendix 4 a map of Europe shows an overview of the pilot parks of the project as well as their IUCN management categories around the time of writing this report.

§2.2. Problems of protected areas in Europe

The general condition of Europe's nature is getting worse. This is partly reflected in the continuous growth of the list of endangered species such as big carnivores and birds of prey, and is mainly caused by uncontrolled and unsustainable economic growth and is due to several problems. This paragraph provides an overview of the most common and important problems which protected areas in Europe are facing based on information from internal PAN Parks working documents (Beunders, 1999). A distinction between problems on a European level and a protected area level can be made.

§2.2.1. European level

Whereas The United States have a uniform system of protected area management (think of for example the Yellowstone and Yosemite Parks), within Europe there does not exist an effective system on a European scale which protects natural areas. This is partly due to different legislation with regard to nature conservation. Other problems to be mentioned are different political and economic situations. Special reference in this respect can be made to eastern and some southern European countries where there simply is a lack of financial means for effective nature protection. Moreover, not in every culture nature plays an important role and Europe is home to many different cultures. Although within the European Union more and more attention is being paid to sustainable development in and around protected natural areas, there is not yet overall effective legislation on a European scale, and unsustainable (economic) development still prevails.

§2.2.2. Park level

There is a big difference between protected areas in Europe and protected areas in other continents. This subparagraph deals with problems of European protected areas on park level.

European protected areas have a relatively limited scale, as Europe is a relatively densely populated continent. As such most protected areas have to deal with the presence of local

communities surrounding the area. This makes it more difficult for certain emblematic species[9] to survive, because they need a habitat that exceeds protected area boundaries, and as a result cannot always be effectively protected. Moreover, due to the presence of local communities protected areas often are partly cultural landscapes, shaped or influenced by human activities. Though in certain situations, traditional activities such as logging and hunting can be vital in order to form and maintain a habitat for an endangered specie.

Another problem that is quite common when local communities are surrounding the protected area, is a conflict of interests. This can appear both inside and outside the boundaries of the protected area. In European protected areas it is quite common to find land used for agriculture and forestry as well as private property both within the boundaries of the protected area as well as outside the protected area. Often those political and jurisdiction conflicts, due to conflicting land-use patterns, affect conservation goals.

Furthermore, problems arise due to a lack of support by regional/local authorities in relation to a limited public awareness of the importance of nature conservation. There also often lacks a long term vision of local, regional and national authorities. This lack of support and vision results in a lack of means, manpower, infrastructure and facilities, and makes it very difficult for protected area management to reach their conservation goals. A lack of effective planning around the protected area creates the threat of unplanned and unsustainable development which can damage the protected area and it surrounding ecosystems.

Finally, a very common problem of European protected areas is how effective visitor management can be created. Basically, there can be distinguished two types of protected areas with regard to visitation. On one hand there are areas that receive many visitors while on the other hand there are parks which, for various reasons, are not very well known among visitors and tourists, or only receive special interest groups such as bird watchers. Protected areas which already receive many visitors often deal with the problem that many of those visitors are not 'nature-oriented' but recreational visitors. The main problem is how to manage the stream of

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[9] Emblematic species: Unique species which can serve as a symbol of an area. E.g. the black vulture in Dadia Forest reserve in Greece

visitors in such a way that ecological damages can be avoided, and a unique, high quality nature-based experience which creates public support and awareness can be created.

§2.3. PAN Parks as the answer to the problems of Europe's protected areas

The main aim of the project is to preserve Europe's natural heritage. However, as described in the second paragraph there are several problems which need to be solved. The PAN Parks project believes that sustainable tourism development in and around protected areas will be an effective tool in nature conservation for several reasons.

Firstly, the difficulty of regions with high natural values is that those values have been preserved due to the fact that often the regions are economically backwarded. As such inhabitants of these regions are eager to improve their standard of living. However, often this will go at the expense of nature conservation due to quick but uncontrolled development. Sustainable tourism gives inhabitants of a region with a protected area the possibility to improve their standard of living while minimizing the damage of the natural environment. It offers the opportunity to integrate social and economic development in one strategy, and it offers for all parties involved an attractive future perspective as well as the possibility to decide themselves on the future of their own region. Sustainable tourism development can create a synergy between social and economic development and nature conservation. It can be an effective tool for conservation of protected areas and development of their regions, provided that it is integrated as much as possible with existing sectors, and it should be planned and monitored in order to minimize the negative impacts of tourism activities.

§2.4. Principles & Criteria

The Principles & Criteria (P&C) play a very important role in the project. This can also be seen in appendix 2 which provides an overview of the strategy chart of the project. It shows that the whole PAN Parks strategy is based on the P&C. They serve as the fundamental basis of the project, as they define what the project stands for; quality. Moreover, the P&C are used for

verification purposes. The importance of verification is to be sure whether an applicant, who could be a protected area or a business entrepreneur, meets the P&C.

There can be distinguished five different Principles which together represent the quality of a PAN Park. They focus on different areas of importance, respectively nature management, visitor management, a sustainable tourism development strategy (STDS), and PAN Parks business partners. Figure 2.1. provides an overview of the principles. For a complete overview of P&C with matching indicators reference is made to appendix 3.

Figure 2.2. Overview of principles

Principle 1: Protected Areas with Rich cultural Heritage
PAN Parks are protected areas important for wildlife, ecosystems, and natural or semi-natural landscapes that are representative for Europe's natural heritage. These parks are large enough to maintain vital ecological processes and a viable population of threatened species.

Principle 2: Nature management
PAN Parks management maintains and restores ecological processes and biodiversity in natural ecosystems.

Principle 3: Visitor management
Visitors are welcomed to PAN Parks and are offered good information, services, facilities and the opportunity to experience the natural features of the area, while respecting the nature conservation objectives.

Principle 4: Sustainable Tourism Development Strategy
Relevant partners in the PAN Parks region aim at achieving a synergy between nature conservation and sustainable tourism development by developing a sustainable tourism development strategy, committing to it, and jointly taking responsibility in its implementation.

Principle 5: Partners
IN PREPARATION

Source: Principles & Criteria, third draft.. WWF, 1999

The fourth principle, a sustainable tourism development strategy, is related to this thesis as it investigates how stakeholders can work together towards one sustainable future development while using tourism as a tool. Firstly however, it needs to be explored what can be understood by sustainable development in general, and how tourism could be a tool in this development. This is the focus of the next chapter.

CHAPTER 3 SUSTAINABLE TOURISM AND PROTECTED AREAS IN EUROPE

This chapter starts with an outline of the problems of regions with protected areas in Europe in order to show how sustainable (tourism) development can contribute to the overall development of these regions. This is followed by a discussion of the terms sustainable development and sustainable tourism development in relation to regions with protected areas in Europe. Already a lot has been written about the subject of sustainable development and sustainable tourism development. There are numerous definitions to be found in literature. As those terms play such a primary role in the PAN Parks project, it is necessary to discuss them in order to reach agreement on what can be understood by the respective terms in the context of the project. Therefore, sustainable development is the subject of the second paragraph and is followed by a discussion of sustainable tourism development and possible impacts of tourism in the third paragraph. This chapter ends with conclusions concerning the issues discussed in the chapter.

§3.1. Problems of regions with protected areas

In the previous chapter attention was paid to problems of *protected areas* in Europe. Here was concluded that the presence of local communities in the surrounding region of the protected area cause several problems for nature conservation. This paragraph emphasises problems of the *regions* where protected areas are situated. This distinction has been made based on the consideration that the sustainability of protected areas is threatened by unsustainable and uncontrolled developments in the surrounding region. In order to solve the problem a solution should be found which supports sustainable development of both the protected area and the surrounding region and its inhabitants. This can be accomplished by giving nature economic value which is according to the PAN Parks project a effective means to preserve nature. In this way nature becomes a source of income to the surrounding region and therefore should be preserved. Tourism can be a very suitable instrument in providing economic value to nature. Paragraph 3.2. will further elaborate the term sustainable development while the third paragraph discusses the sustainable development of tourism more in depth.

Regions which contain high natural values often are rural areas, and are struggling with several problems. They can be divided in economic, socio-cultural and environmental problems which all interrelate with each other. This paragraph does not intend to give a complete overview of all the problems regions with protected areas are dealing with. It is meant as an introduction to this chapter in order to emphasise the need and importance of sustainable development in these regions.

Regions with high ecological values often are economically backwarded. There is little industrialisation, and local people mainly live from agriculture and other traditional ways of life, such as hunting and logging. Many of such regions can be found in central and eastern European countries which used to be part of the former communist system. These countries currently find themselves in a phase of transformation and would like to modernise in order to adopt a western standard of living. The latter is also true for rural regions in other parts of Europe such as several southern European countries. Problems to be mentioned (among others) are a lack of employment and a relatively low level of facilities and infrastructure compared to urban areas and western European regions. Moreover, revenues from the rural economy (such as agriculture and forestry) are decreasing. This results in a tendency of (especially younger) people migrating to the cities in order to find jobs, improve their standard of living, and create their own future. This may result in degeneration of infrastructure and cultural heritage, as there often is a lack of financial sources and manpower for maintenance. Moreover, local traditions and customs tend to disappear. The urge of local people for a rapid modernisation of their region also causes extra pressure on the level of protection of protected areas, as they are not supported by the surrounding local population. What makes it even more difficult to effectively protect the natural areas is the lack of financial resources.
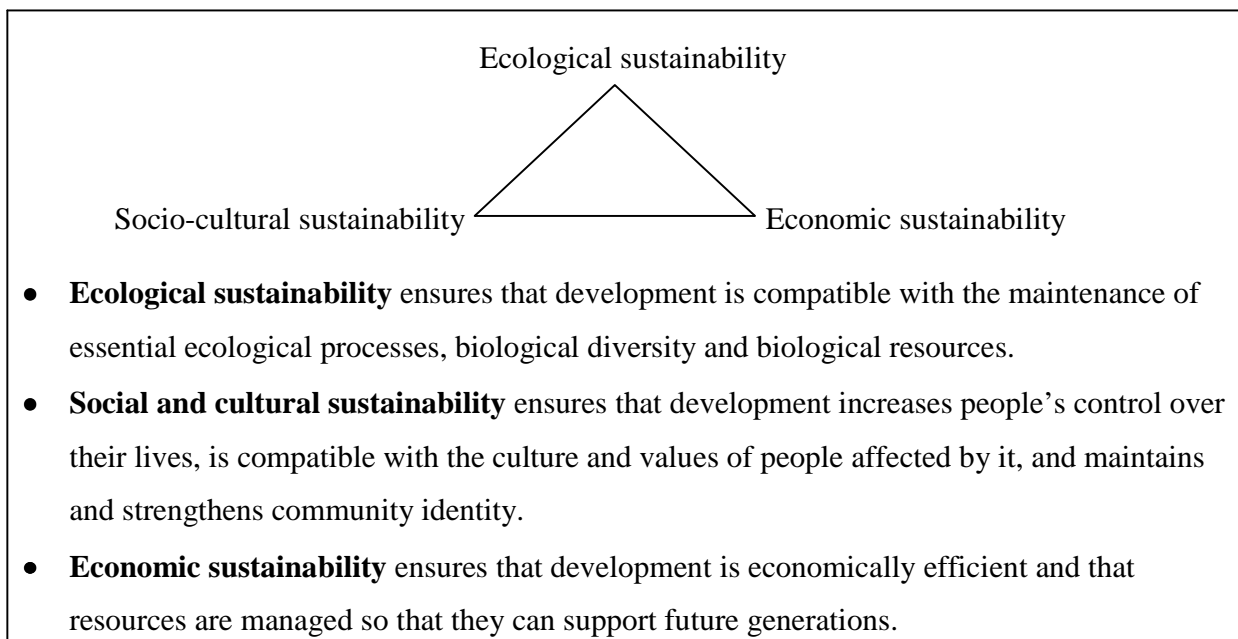
In order to improve the standard of living of local people, careful and long term planning is required to develop regions in a sustainable way. The following paragraph discusses the subject of sustainable development.

§3.2. Sustainable development

As already mentioned in chapter two, tourism development could be used as an instrument in the protection of nature and socio-economic development of a region, provided that it is developed in a sustainable way. This paragraph explains what is understood by sustainable development in the context of the PAN Parks project. Paragraph 3.3. will continue with a discussion of tourism as a tool in sustainable development.

The WTO[10] distinguishes three principles of sustainable development, namely ecological sustainability, social-cultural sustainability, and economic sustainability (see figure 3.1.).

Figure 3.1. Principles of sustainable development

Ecological sustainability

Socio-cultural sustainability   Economic sustainability

- **Ecological sustainability** ensures that development is compatible with the maintenance of essential ecological processes, biological diversity and biological resources.
- **Social and cultural sustainability** ensures that development increases people's control over their lives, is compatible with the culture and values of people affected by it, and maintains and strengthens community identity.
- **Economic sustainability** ensures that development is economically efficient and that resources are managed so that they can support future generations.

Source: WTO, Sustainable tourism development: guide for local planners. WTO, 1993

Sustainable development is a type of development which makes sustainable use of an area's resources in order to develop it. In other words, there is made use of resources without consuming them while developing an area in a sustainable way.

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[10]McIntyre, G., *Sustainable Tourism Development: Guide for Local Planners.* World Tourism Organisation, Madrid, Spain, 1993

The situation of sustainability and sustainable tourism development can best be explained according to a model as in figure 3.2.. It visualises the interrelation of the three principles of sustainability as well as how sustainable development can take place. Besides, it shows the function of a sustainable tourism development strategy (STDS).

Figure 3.2. Model of sustainability and sustainable development
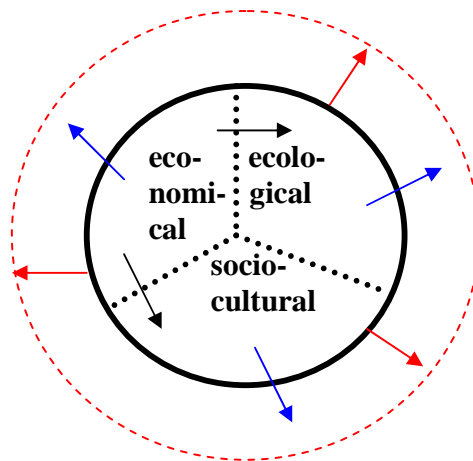
Source: Beunders/Uithol, NHTV, 2000

Sustainability and sustainable growth

The black circle represents the situation of sustainability, and the black dotted lines represent the interrelation between the three elements of sustainability. When a region wants to develop itself economically or grow (**black arrows** in figure 3.2.), it must take into account the other two elements of sustainability, namely the socio-cultural and economical elements. Growth cannot be sustainable without all elements being in balance with each other. In order to economically develop a region, the socio-cultural and ecological elements form the basis for this development. In other words, all the slices (different elements of sustainability) of the circle in figure 3.2. need to maintain in balance with each other. One slice cannot 'eat' the other, as this results in unsustainable development. Sustainable development means that those slices can grow and become bigger of size, but still remain in proportion to each other (**red arrows** in figure 3.2).

Sustainable tourism development

The starting point in the PAN Parks project is ecological sustainability. Nowadays nature conservation organisations increasingly start to realise that socio-cultural and economic sustainability in a region with a (protected) natural area are equally important when it comes to nature preservation. Tourism could be an instrument in sustainable development and nature conservation, giving nature economic value (and as such preserve it) and at the same time it benefits socio-cultural sustainability (e.g. improving quality of life and maintaining cultural heritage) (**black arrows** in figure 3.2.). This way a region can grow and develop itself in a sustainable and controlled way (**red arrows** in figure 3.2.). Finally, careful planning and strategy formulation as well as management makes it possible to minimise negative impacts and to maximise positive impacts of a development. As such a region can develop in a sustainable way. Therefore, the **blue arrows** in figure 3.2. represent sustainable growth for which the formulation of a sustainable tourism development strategy is needed. The next paragraph is dedicated to the subject of sustainable development of tourism.

§3.3 Sustainable tourism development

This paragraph starts with a discussion of the meaning of sustainable development of tourism in the context of the PAN Parks project. It also outlines how tourism can be a tool in sustainable development. Finally, tourism impacts will be discussed.

§3.3.1. Definition of sustainable tourism development

Tourism has become one of the largest global economic activities, and whereas traditional conservation policies were in favour of prohibition of access and utilisation of protected areas, nowadays a new understanding has emerged of the protection of natural resources. The trend is to focus on integration of conservation and sustainable use.[11] Tourism has become a way of paying for nature conservation and increasing the value of land left natural. In the literature different terms can be found for nature-based tourism activities, such as ecotourism, nature tourism, green tourism and adventure tourism.

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[11] *Ecotourism as a conservation instrument? Making conservation projects more attractive*. Ecotourism Working Group, Koln, Germany, 1995

Often it is just a question of interpretation which term is best suitable in a certain situation. It appears that ecotourism often is used as an umbrella for different types of nature-related tourism activities. Ecotourism is considered to be a component of sustainable development. According to The Ecotourism Society (TES)[12], ecotourism is 'responsible travel to natural areas which conserves the environment and improves the welfare of local people'. This is just one of many definitions of ecotourism that can be found in the literature. Western[13] states that 'a lot depends on how ecotourism is being defined and the scale at which it is tackled'. However, as he also argues: 'where do we draw the line between low and high volume tourism and between low and high impact tourism? How meaningful would ecotourism be if we stick to a narrow and rigid definition? Therefore, it may be more useful if ecotourism is translated into a set of principles applicable to any nature-related tourism, than to stick to a definition of small-scale nature-tourism'. The principles of ecotourism should balance tourism, conservation, and culture. Those principles are based on the elements of sustainable development (see also paragraph 3.2.).

The Federation of Nature and National Parks of Europe[14], nowadays better known as Europarc, also makes use of principles to operationalise the term of sustainable development. It uses the principles as a basis to set a strategy for sustainable living.[15] Sustainable tourism is used as well in their strategy as a tool for nature conservation. According to Europarc, sustainable tourism simply involves combing nature conservation principles with development in the area of tourism.

The PAN Parks project also works with a set of Principles & Criteria (see chapter 2) to operationalise the term sustainable development and to indicate how tourism can be developed in a sustainable way. PAN Parks distinguishes itself from the Europarc approach in the fact that PAN Parks goes further than just combining nature conservation with tourism by means of sustainable development. PAN Parks strives to offer a high quality nature-based experience. It is the high quality and the combination between nature conservation and tourism development that makes the difference. This is also reflected in the P&C of the project.

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[12] *Defining ecotourism.* In: Ecotourism, a guide for planners and managers, K.Lindberg and D.E. Hawkins, The Ecotourism Society, first edition, North Bennington, Vermont, 1993
[13] *Defining ecotourism.* In: Ecotourism, a guide for planners and managers, K.Lindberg and D.E. Hawkins, The Ecotourism Society, first edition, North Bennington, Vermont, 1993
[14] FNNPE, *Loving them to death?* FNNPE, Grafenau, Germany, 1993
[15] This strategy was set out in a report called 'Caring for the Earth' by IUCN, WWF, and UNEP in 1991

§3.3.2. Tourism as a tool in sustainable development

Tourism can be a tool in sustainable development of a region with a protected area, provided that it is planned and monitored carefully. Figure 3.3. shows the relation between sustainable development and how tourism can be a tool in the sustainable use of resources of a region with a protected area.

Figure 3.3. Tourism as a tool in sustainable development
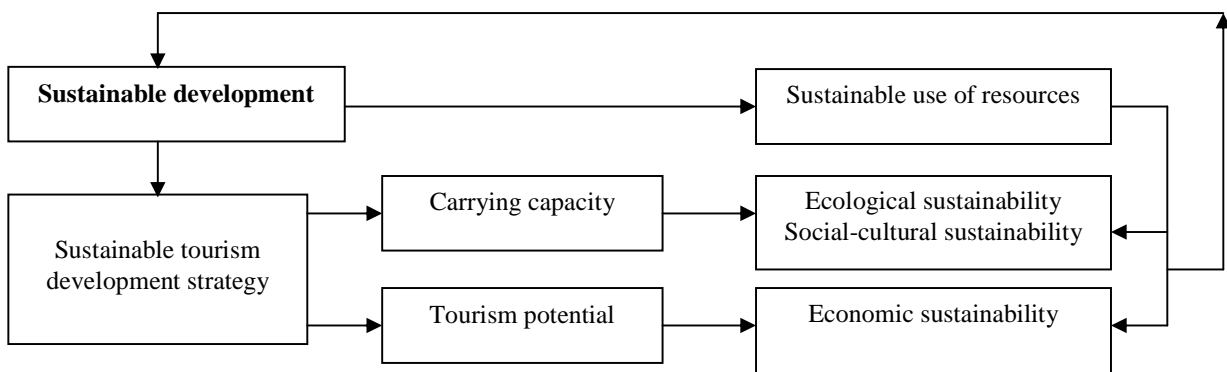
Figure 3.3. reflects that sustainable development involves sustainable use of resources. Within the PAN Parks project tourism is used as an instrument in sustainable development of a region and its protected area. Therefore, a sustainable tourism development strategy (STDS) should be formulated which respects the social and ecological carrying capacity of the area in order to maintain ecological and socio-cultural sustainability. When translating the model to a protected area and its surrounding region, the ecological sustainability could represent the protected area and the socio-cultural sustainability could reflect the local communities and their way of living. These elements are especially important, because they form together the core of the tourism product, and thus the basis for economic sustainability (see also explanation of sustainable development, figure 3.2.). The STDS should also take into account the tourism potential of an area which represents the economic sustainability.

This report is written on the assumption that already has been concluded that regions have sufficient tourism potential and carrying capacity for tourism development. These issues will not

be further elaborated in this report. They are thoroughly discussed in the thesis of Marlies van Zetten[16]. Therefore, reference is made to her thesis for further information on these subjects.

Finally, it can be stated that tourism activities have both positive and negative impacts on a region's resources. By developing tourism in a sustainable way negative impacts can be minimised and positive impacts can be maximised as much as possible. The following sub-paragraph deals with possible impacts of (sustainable) tourism development.

§3.3.3. Tourism impacts

Sustainable development of tourism can only take place when all three elements of sustainability are in balance with each other (see figure 3.1.). As the PAN Parks project's first priority is nature conservation, negative ecological impacts of tourism should be avoided as much as possible or at least reduced to a minimum. Maybe equally important are the impacts of tourism development on local/regional economy and on local/regional society, because if these elements of sustainability are not in balance, it will go at the expense of nature conservation and this forms the basis of the project. As such this paragraph explores possible tourism impacts based on the elements of sustainability. At the end of this paragraph figure 3.4. provides a global overview of possible impacts, threats and opportunities of tourism development, whether or not development in a sustainable way.

Environmental impacts of tourism

Tourism development highly affects the environment. The environment is usually related to the physical environment, which can be sub-divided into the natural environment (ecological) and the built environment (geographical, all man-made features). Environmental issues are nowadays central to planning; very few projects are developed without an Environmental Impact Analysis (EIA) being carried out.[17] Within the PAN Parks project's Principle 4 (Sustainable Tourism Development Strategy), one of the indicators (# 4.4.2.) also mentions EIA.

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[16] Student at the NHTV, thesis on tourism potential and carrying capacity for a PAN Parks region
[17] *Impacts and implications of tourism in development strategy*, ch.8 from: Lickorish, Developing tourism destinations, 1991. In: Planning and development PD1/2 readings, Jan Bergsma, NHTV, Breda, 1996

Positive ecological impacts of tourism development are for example a higher ecological consciousness among visitors due to the educational aspect when visiting protected areas. It makes visitors more aware of the need for nature protection, and it will be more likely that they will start to support nature conservation. The same goes for local populations. Moreover, it may create a sense of pride and ownership among local people which also results in better protection of the natural area. It is very important to start with convincing local/regional governments to protect natural areas under their control as they can influence the local people. This increased support for nature conservation contributes to reaching conservation goals.

Tourism development also has negative impacts on the natural environment. Proper planning and monitoring are means to minimize these negative effects. Negative impacts on the natural environment are for example habitats and ecological corridors which are destructed by the development of touristic infrastructure (roads, buildings, recreational facilities et cetera). Wildlife may be distorted when tourists enter 'virgin' areas. Other negative impacts such as water pollution (due to sewage, motor-boats and detergents et cetera), erosion, littering, visual pollution, increased noise and so on may appear without careful planning of tourism development in regions and its protected areas.

Examples of possible positive geographical impacts are new or improved infrastructure and transport facilities as well as leisure facilities, renovation of old foot-paths, routes, canals and so on, for tourist use. Negative geographical impacts of tourism development to be mentioned are radical changes in landscapes, exclusion of local population from access to tourist facilities, higher prices for soil, excluding agricultural use of soil, degeneration of natural areas and cultural heritage due to excessive influx of visitors, and changes in land use causing degeneration of traditional agricultural landscapes.

Economic impacts

One of the most important economic impacts of tourism is the earnings from foreign exchange caused by incoming tourism. Foreign exchange earnings are the receipt of non-domestic currencies earned by selling goods and services to foreign tourists.[18]

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[18] *Impacts and implications of tourism in development strategy*, ch.8 from: Lickorish, Developing tourism destinations, 1991. In: Planning and development PD1/2 readings, Jan Bergsma, NHTV, Breda, 1996

An increase in (foreign exchange) earnings caused by tourism development can support the production of the investment necessary to finance growth in other economic sectors in a region. It could also be used to satisfy the rising expectations of the growing population in a region with a protected area. However, due to the so-called import leakage it still happens that income leaks away from a region. This may be due to foreign investors, import of goods and services and/or employment. This does not support sustainable development in a region and as such the import leakage should be monitored carefully, and kept as small as possible. One way to accomplish this is to make use of local skills, goods and services whenever possible.

Tourism development creates extra sources of income as well as new employment. Employment generated from tourism can be in the form of primary or direct employment in areas such as lodging, restaurants, transportation, and guidance. Secondary or indirect employment can be thought in areas such as construction, agriculture, and manufacturing.

Especially in many rural areas the creation of employment and income is welcome, as there is a tendency of locals migrating to the cities in order to find jobs, and to improve their standard of living. Tourism can give the local economy a new impulse which is good for the overall economic development of a region. Moreover, it encourages workforce migration.[19] This can be positive when there is a tendency of locals migrating to other regions. It could also have a negative impact when mainly skilled labor is imported while leaving the local people with the less qualified (and less paid) jobs (see earlier; the import leakage). Furthermore, the problem of seasonality needs to be taken into account. Therefore, it should be considered to think of ways to spread tourism activity throughout the year in order to minimize the effects of seasonality.

Another positive impact is the differentiation of local economy by the development of new economic activities. This way, the economy can become more stable. However, it should be noted that local economy could become excessively dependent on tourism, or in other words a 'touristic monoculture' could develop. Therefore, it is important to think of tourism as an additional source of income, which can exist next to traditional ways of life, and which should be integrated as much as possible with existing sectors.

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[19] Mill & Morrison, *The Tourism System*. Third edition, Kendall/Hunt Publishing Company, Dubuque, Iowa, USA, 1998

Tourism can also give new impulses to traditional ways of living/production methods, which may be slowly disappearing due to modernization. Besides, tourism can also cause a complete disappearance of traditional activities due to tourism related activities.

Governments can benefit from tourism development through income from taxes. However, local population can suffer from tourism development through higher taxes meant to invest in tourism related infrastructure. Therefore it is advisable to make use as much as possible from existing infrastructure as a starting point. This also supports the fact that tourists like to see traditional ways of life and scenery instead of cultivated scenery and newly built accommodations (visual pollution).

Social and cultural impacts of tourism

Many authors on social and cultural impacts have tended to react negatively to tourism development. However, often social and cultural impacts of tourism require management solutions in order to avoid that the problems intensify.[20] Socio-cultural impacts can be divided in socio-structural and socio-cultural impacts (Beunders, 2000).

Socio-structural impacts can be changes in social structure, such as the opening up of traditional structure, which gives new opportunities to certain groups of a community. For example young people or women can benefit from tourism development (e.g. provide extra income for themselves). The other side of the picture is that tourism development can destroy or distort traditional structure or relationships within a community.

Moreover, tourism development could create more differentiation in social structure which diminishes traditional inequalities. People get the opportunity to create their own professional future. The reverse effect is that inequality grows within a community between those participating in tourism development and those who stick to traditional ways of live.

A possible socio-cultural impact of tourism development is the revaloration of local culture, life styles, traditions and customs. However, it could also happen that local culture disappears, due to

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[20] *Impacts and implications of tourism in development strategy*, ch.8 from: Lickorish, Developing tourism destinations, 1991. In: Planning and development PD1/2 readings, Jan Bergsma, NHTV, Breda, 1996

adopting foreign lifestyles of tourists. Another positive impact could be the conservation of cultural heritage and handicrafts due to the fact that they are interesting tourist attractions. On the other hand, this can also turn into 'musealisation' (Beunders, 2000) and commercialisation of rituals, traditions, customs and handicrafts. It could have a negative effect when tourists feel that a cultural event is prepared for visitor consumption, its original meaning is lost. Then tourists may not find it attractive anymore. [21]

Another positive socio-cultural effect of tourism is that it could stimulate local self-esteem, pride and entrepreneurship, which makes local people more optimistic about their future. However, the reverse effect could happen through indecent behavior of tourists who violate local norms and values. Therefore, it is very important to prepare tourists as well about local customs, traditions and so on.

Finally, tourism can contribute to a positive experience and enriching contact between people from different cultures. The other side of the medal is the so-called 'demonstration effect' from local people. This means that tourism activity can lead to imitation of foreign lifestyle and rejection of local people's own culture. Again, it is very important to inform and prepare both tourists as well as local people carefully about what to expect and how to deal with it. With regard to the PAN Parks project it can be remarked that the European situation is quite complicated, as there needs to be dealt with many different cultures and sub-cultures in different countries and regions.

A term that is related to the interaction of tourists and local population is social carrying capacity. De Haan (NHTV, 1999) refers to this term as the level of acceptance of tourists, the extend to which they feel comfortable among other tourists in a destination. When this level is exceeded, they will feel uncomfortable, and this will negatively affect their holiday experience (negative impact). This is different per person. It should be noted that tourists who like to go to natural areas often have a lower level of acceptance than for example a tourist who likes to go to the Spanish coasts. This is important to consider when developing tourism in an area.

The level of acceptance could also be considered from the point of view of local people. When their level of acceptance is exceeded due to the presence of too many tourists, they could feel

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[21] Mill & Morrison, *The Tourism System*. third edition, Kendall/Hunt Publishing Company, Dubuque, Iowa, USA, 1998

intimidated or 'alienated' in their own village due to massive presence of tourists.[22] This may influence their behavior towards the tourists, and could negatively influence the tourist's holiday experience. This could result in tourists staying away, which in the end goes at the expense of local income. This scenario serves as an example to show the importance of tourism on the socio-cultural element of sustainability and how it can (negatively) affect the economic element.

On the next page figure 3.4. presents a global overview of possible impacts and possible opportunities & threats of tourism development. This overview does not intend to be complete, rather it is presented as a kind of summary of the discussion outlined in this subparagraph.

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[22] It should be remarked that this feeling of discomfort may differ per person/community, based on their level of development and their socio-cultural background as well as their ability to deal with tourism.

Figure 3.4. Overview of possible impacts and opportunities & threats of tourism development

	Positive impacts / Opportunities	Negative impacts / Threats
Environmental impacts	**Natural environment:** • higher ecological consciousness Leads to increased support for nature conservation from visitors, local people and authorities **Geographical environment:** • Improved infrastructure and transport and leisure facilities	**Natural environment:** • Destruction of habitats and ecological corridors • Distortion of wildlife • Pollution, erosion, increased noise etc. Due to lack support, planning and monitoring of tourism development **Geographical environment:** • Radical changes in landscape, and land-use • Exclusion of local people from tourist facilities • Increased prices for soil (among others)
Economic impacts	• Income from foreign exchange Can support growth in other economic sectors • New employment Can have positive effect on workforce migration in rural areas. Benefits overall regional development • Differentiation of local economy, more stability • Positive impulse to traditional ways of living • Income taxes (benefit for government)	• Income from foreign exchange leaks away (import leakage) • Import of skilled labor, leaving local people with less paid jobs. • Seasonality • Touristic monoculture • Disappearance of traditional activities • Increased taxes (more expensive way of living for local people)
Social and Cultural Impacts	**Socio-structural:** • Opening-up of traditional structures; new opportunities for certain groups of local communities • Differentiation in social structure; people can create own professional future **Socio-cultural:** • Revaloration of local culture • Conservation of local heritage and handicrafts • Benefit local self-esteem, pride and entrepreneurship • Enriching and educational experience of contact between people from different cultures; mutual respect	**Socio-structural:** • Distortion or destruction of traditional structures and relationships in local communities • More differentiation in social structure; growing inequality between members of community **Socio-cultural:** • Disappearance of local culture • 'Musealisation' and commercialisation of cultural heritage and handicrafts • Negative attitude towards tourists due to bad previous encounters with tourists • 'Demonstration-effect' of local people; imitation of foreign lifestyle and rejection of local culture • Exceeding of social carrying capacity (level of acceptance) of local population

§3.4. Conclusions

This chapter has described several problems of regions with protected areas in Europe of which most of those problems result from a bad economic situation. This negatively influences the natural environment and local communities. Tourism could be used as an instrument for socio-economic development and nature conservation provided that it is planned in a sustainable way. Sustainable development can be described as a development which makes use of the resources of a region without consuming them while at the same time it respects the three elements of sustainability (economic, socio-cultural, and ecological).

Sustainable development of tourism could best be defined along the use of principles which should balance nature conservation, tourism and socio-cultural development.

This chapter ended with a discussion of possible impacts of tourism development. One way to guarantee sustainability in a region with a protected area where tourism development takes place, is to systematically monitor the impacts of tourism activities. Therefore it is important to know which tourism impacts can occur in certain situations. When planned and monitored carefully, positive tourism impacts can be maximised, and negative impacts of tourism can be avoided or minimised as much as possible.

From this chapter it can also be concluded that there are different interests involved in the sustainable development of tourism in a Pan Parks region, such as management of a protected area, local communities, local/regional businesses and local/regional governments. However, each party involved could appreciate the effects of tourism differently. Support and collaboration of relevant parties involved in sustainable development of tourism in a PAN Parks region is very important as they could influence the possible negative and positive effects of tourism. The next chapter therefore discusses how the different stakeholders can be identified in order to decide which stakeholders are relevant in developing sustainable development of tourism in a PAN Parks region.

CHAPTER 4 STAKEHOLDERS IN TOURISM DEVELOPMENT

Chapter 3 explained the meaning and importance of sustainable development in regions with protected areas, and how tourism could be a tool in this development. Research has shown that stakeholder involvement is very important in sustainable development. Therefore, this chapter is dedicated especially to stakeholder involvement in sustainable development of tourism.

This chapter starts with clarifying the relation between the fourth PAN Parks Principle, the objective of this thesis and stakeholder involvement. The second paragraph explains the difference between stakeholders and partners, and discusses the importance of involving them in tourism development. This is followed by paragraph three which continues with the issue of stakeholder involvement and indicates how they can participate in sustainable development of tourism in their PAN Parks region. Special attention is paid here to the role of local communities as they are such an important stakeholder. The fourth paragraph points out what can be understood by a PAN Parks region and is followed by paragraph five which deals with the issue of how to identify relevant stakeholders. This is followed by paragraph six which outlines different categories of stakeholders in order to gain general insight in the different types of stakeholders. Finally conclusions are drawn related to stakeholders and their role in sustainable tourism development in a PAN Parks region.

§4.1. Stakeholder involvement related to Principle 4 and thesis objective

The central issue of the project is to preserve nature by giving it economic value (development of sustainable tourism). This thesis explores how protected areas (potential PAN Parks) can determine the future of sustainable tourism in their region in order to formulate a sustainable tourism development strategy accordingly.

The fourth principle of the project suggests the involvement of relevant partners in the development of a strategy for sustainable tourism development in order to create a synergy between nature conservation and sustainable tourism.

In order to reach this goal it is necessary that:

- all relevant actors who can influence the sustainable development of tourism and nature conservation in a PAN Parks region, should support and become involved in sustainable tourism development for a PAN Parks region.

Principle four furthermore stresses the importance of the socio-cultural principle of sustainable development (see figure 3.1.), which plays an important role in this chapter. This principle 'ensures that development increases people's control over their lives, is compatible with the culture and values of people affected by it, and maintains and strengthens community identity'. Through the involvement of relevant stakeholders in the development of sustainable tourism, commitment and support can be guaranteed for the project and thus for nature conservation.

In order to gain support and involve relevant stakeholders in the decision of the most desirable sustainable tourism development scenario protected area management of every PAN Parks region should:

1. Identify the relevant actors who can influence the development of sustainable tourism in a PAN Parks region;
2. Together with them reach consensus on the future role of sustainable tourism development in a PAN Parks region in order to create a common vision;
3. To develop a sustainable tourism strategy accordingly.

This chapter deals with the first issue mentioned above, the identification of relevant stakeholders. Chapter five is dedicated to issue number two, how to reach consensus among relevant stakeholders in order to decide on the most desirable sustainable tourism scenario for a PAN Parks region and to create a common vision. This thesis will not deal with the development of a sustainable tourism development strategy (issue number three) as this is without the scope of this thesis.

§4.2. Involvement of regional stakeholders in tourism development

Principle 4 mentions that 'relevant partners' should work together towards sustainable development of a PAN Parks region by means of tourism development. According to the dictionary[23], a partner can be defined as 'a person who shares or takes part with another or others, especially in a business'.

However, a more appropriate term in this stage of the research would be 'relevant stakeholders'. Stakeholders in general can be described as: 'Individuals, groups or organisations (....) in one way or another interested, involved or affected (positively or negatively) by a particular conservation or development project'.[24]

Basically, there can be distinguished two types of stakeholders. They can either be passively or actively involved. With regard to stakeholders who are passively involved it can be stated that the most important thing is that they will not obstruct the development of sustainable tourism. Stakeholders who are actively involved can be referred to as relevant stakeholders. They are 'all parties whose participation and/or support can be considered necessary and/or useful in order to realise the conservation goals of the area and/or to guarantee the success of the sustainable tourism development strategy'[25].

Sustainable tourism development involves many different stakeholders on different levels. Stakeholders all have their own reasons for wanting to be, or not to be, involved in tourism development in a PAN Parks region. Different interests can have different positive and negative impacts on the three elements of sustainability. Since the starting point of the project is nature conservation, the ecological sustainability is especially important. The following examples all benefit social economic development, but also involve potential negative impacts on the ecological sustainability and are therefore not sustainable (see also chapter three). One could think of national government building roads through a natural area, enterprises building new

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[23] *The Oxford dictionary of current English*. Oxford University Press, 1996
[24] *Participatory methods in community-based coastal resource management, volume 2 tools and methods*. IIRR, Philippines, 1998
[25] Definition of stakeholders according to: the fourth draft of Principles & Criteria, WWF, July 2000

plants near or in a natural area, and/or local communities changing from traditional agriculture to intensive agriculture.

As such it is very important to turn as much as possible stakeholders into partners of the project. Then tourism impacts can be better controlled which is necessary to maintain sustainability. Nevertheless there will always be stakeholders who will not agree to become a PAN Park partner and they need to be taken into account as well when developing sustainable tourism.

Successful tourism development creates stakeholder involvement on many levels. Stakeholder involvement can take place on different levels of strategy development and planning such as on local, regional or national level. However, this does not imply that certain stakeholders are therefore less important. On the contrary, each stakeholder should be taken into account when developing sustainable tourism in a PAN Parks region. This can also be referred to as levels of participation.

Participation can be defined as:

'*giving people more opportunities to participate effectively in development activities. It means empowering people to mobilise their own capacities, be social actors rather than passive subjects, manage the resources, make decisions, and control the activities that affect their lives*' (Cernea, 1991).

Participation of stakeholders in sustainable development of tourism suggests that the chances of success of conservation and development initiatives will improve. Using participatory methods in conservation and development has certain benefits such as:[26]

- An increased sense of ownership of conservation or development initiatives by local communities, improved productivity and efficiency;
- An increased likelihood of project continuation, maintenance or sustainability after formal project support is withdrawn;
- An increased cost sharing and effectiveness of conservation or development initiatives;
- An increased appropriateness and relevance of conservation or development initiatives.

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[26] *Participatory methods in community-based coastal resource management, volume 1 Introductory papers.* International Institute of Rural Reconstruction (IRR), Silang, Cavite, Philippines, 1998

A participatory approach seems to be the most appropriate approach within the PAN Parks project, as it complies with the elements of sustainability as well as with the fourth principle of the PAN Parks project. It includes stakeholders in the development of tourism, and it benefits both conservation goals as well as socio-economic development in the region.

§4.3. A regional or local involvement approach in sustainable tourism development?

This paragraph starts with an outline of two approaches of stakeholder involvement in the development of sustainable tourism. This is followed by two subparagraphs. The first one outlines what can be considered as the most appropriate starting point for sustainable development of tourism within the context of the project and this thesis. Next, the involvement of communities is highlighted as these are important stakeholders especially considered from the point of view of ecological sustainability (nature conservation) (see also chapter 3).

In the precious paragraph it is mentioned that there area different levels of involvement of stakeholders in the stage of strategy development and planning .
Within the context of this thesis, generally there can be distinguished two starting points for the development of strategy and planning of sustainable tourism development.

The first is a local approach. Tourism development should start at a local level. As the starting point of the project is sustainable development (of tourism) and nature conservation, the research in first instance went into the direction of local participation in sustainable development of tourism in their region. From research it could be concluded that it would be advisable to start tourism development on a local level in order to guarantee local involvement and participation, and to ensure a planned development with maximum control of impacts. This point of view could be supported by the fact that there exist many different participatory methods which aim to empower local stakeholders when developing their rural area in a sustainable way.
The other approach is a regional approach which in the context of the PAN Parks project means that sustainable tourism development would start at an overall regional strategic level. This approach includes involvement of local communities (as a whole being one stakeholder) as well as other relevant stakeholders in a PAN Parks region. Whereas at a local level individual

members of communities are involved as individual stakeholders. This planning and strategy development approach is based on a larger scale development and as such requires a more strategically way of thinking.

§4.3.1. The PAN Parks approach

Regional level

Both planning approaches mentioned above have as a starting point sustainable development and as such involvement and participation of stakeholders play a very important role. In the context of the PAN Parks project the most suitable alternative would be a combination of both approaches mentioned above. As this report is based on sustainable tourism development in a PAN Parks region it would be advisable to start sustainable tourism development on a regional level. As already mentioned earlier in this chapter, it is important to identify relevant stakeholders for tourism development in order to try to turn them into partners as much as possible. Research has shown that stakeholders' full participation may only be assured through consensus building and they should preferably come to share a common vision. Therefore it is useful to create an organisation or association of stakeholders to get optimal co-operation and input.[27] Within the project, it has been agreed upon that different partners and their interests need to be represented in a regional organisational body which is responsible for the development of sustainable tourism in a PAN Parks region. It is called the Executive PAN Parks Organisation (EPPO) (see figure 4.1.).

Figure 4.1. Organizational chart of PAN Parks management
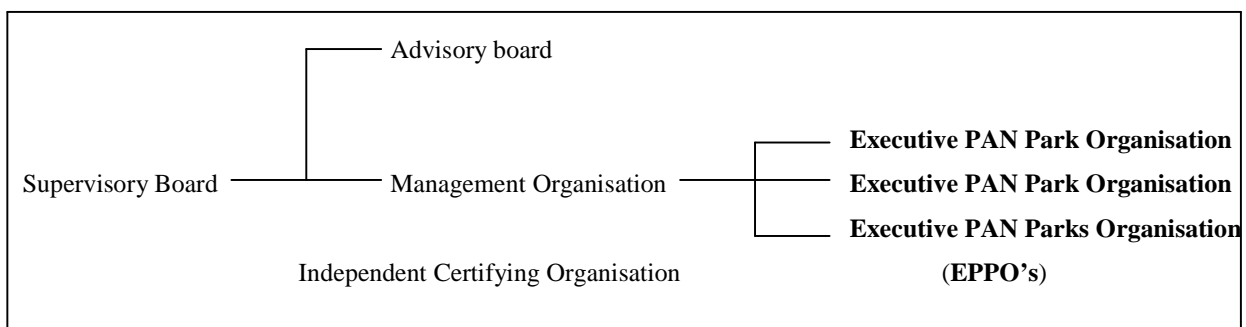
Source: WWF, PAN Parks Investing in Europe's future. WWF, second edition, 1999

Together the different stakeholders in the EPPO should formulate different scenario's for tourism development which support nature conservation goals of the protected area. When reaching consensus on the most desirable sustainable tourism development scenario for the whole PAN Parks region, stakeholders choose for a certain future development perspective. The realisation of the goals based on the selected scenario is the objective for the sustainable tourism development strategy.

Local level

After an overall sustainable tourism development strategy (STDS) has been formulated, the implementation should start at a local level or community level.[28] This increases the chances for successful development, because small scale development gives on a short term already notable results which is necessary to keep the local communities motivated and enthusiastic.

Moreover, it is better controllable with regard to potential negative effects. From here on, sustainable tourism development could be gradually extended and the local communities have the possibility to grow with the development. This way, the protected area will not be threatened by uncontrolled tourism development, as development slowly grows and extends over a larger area of the region, while constantly monitoring potential negative impacts.

It needs to be mentioned that when necessary, the whole process of development of sustainable tourism at a local level should be provided with guidance from external facilitators. They are skilled in community based tourism development and can train and prepare local people so that gradually the management of the development process can be handed over to the hands of the local communities.

Finally, it should be taken into account that before being able to implement sustainable tourism on a local level, a local STDS should be developed based on the overall regional STDS, as local sustainable tourism development requires a more practical approach. Also on community level consensus should be reached on the most desirable sustainable tourism development scenario.

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[27] M. Scoullos et al. *" Planning Sustainable Regional Development. Principles, Tools and Practices. The case study of Rhodes Island - Greece."* MIO - ECSDE - SUDECIR Project, 1999
[28] References is made to paragraph 4.3.2. for a discussion of the role of local communities in sustainable tourism development

§4.3.2. Involvement of local communities in the development of sustainable tourism
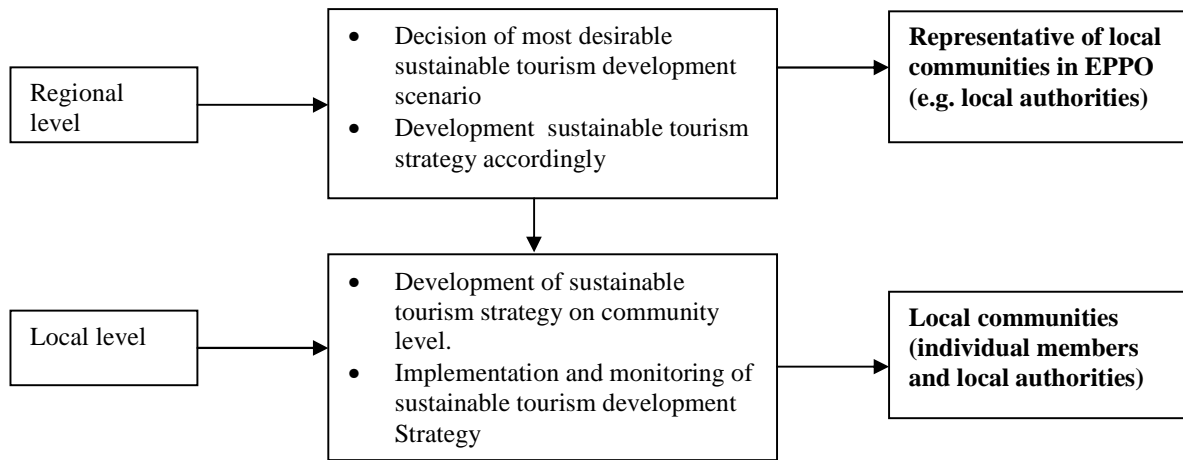
Communities as a whole can be considered as one stakeholder (through representation by their local authorities), but the individual members of a community can be considered as individual stakeholders as well.

Within the project a lot of attention is paid to community development. The main reason for this is that sustainable environmental management for tourism and environmental rehabilitation can only occur where active local level support exists. Although more macro level activities are also important, it is the combined impact of the small-scale activities, either constructive or destructive, undertaken by vast numbers of individuals which will determine the fate of many community resources and ecosystems.[29] As such, both individual members of local communities and local communities as a whole (possibly represented by the local authorities) are very important stakeholders in sustainable tourism development. Once gained their support, local people often are the most committed, conscious and capable guardians.[30] As such, it is important to involve them already in a very early stage in the sustainable development of tourism in their region, and give them a large say in the decision of the future of their region. This implies that they should be involved both in the decision-making process of the development of a sustainable tourism development strategy as well as in the implementation of the strategy. Figure 4.2. visualises how local communities can be involved in the decision-making process at an early stage in sustainable tourism development.

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[29] Wearing, S., Lagarense, B., Coronado, L., *The process of participatory rural appraisal in tourism: a community approach*.
[30] *Participatory methods in community-based coastal resource management, volume 1 Introductory papers*.
International Institute of Rural Reconstruction (IIRR), Silang, Cavite, Philippines, 1998

Figure 4.2. Participation of local communities in decision-making process

Regional level	• Decision of most desirable sustainable tourism development scenario • Development sustainable tourism strategy accordingly	**Representative of local communities in EPPO (e.g. local authorities)**
Local level	• Development of sustainable tourism strategy on community level. • Implementation and monitoring of sustainable tourism development Strategy	**Local communities (individual members and local authorities)**

At a strategic level (reaching consensus on regional tourism scenario and development of STDS) local community members (individual stakeholders) should be represented by one body, for example somebody from the local authorities. Ideally, everything that is discussed in the EPPO should be discussed with the members of local communities as well, and they should be able to give their opinion as well. Then their representative could speak for them and defend their interests in the EPPO. However, it should be noted that in some countries or regions local politics do not work in such a democratic way. This depends on the size of the community, national and local culture, political system and so on.

In the implementation phase, individual local community members should be involved much more actively both in local decision-making as well in the actual implementation and monitoring of tourism activities. Again, the actual level of involvement depends on different factors such as the ones mentioned above. Local authorities will also (continue to) play a role, especially in the decision-making of how and where to implement tourism in their community.

This paragraph has deliberately not discussed in more detail how local communities could participate in sustainable tourism development on a local level, because the focus of this thesis is based on regional development and not on community development. There exist many different participatory methods which support community based sustainable development of tourism. However, it would go too far to discuss them here as community based sustainable development could be a thesis subject on itself. Considering the scope of this thesis and the current stage of the

project, attention should be paid to how to organise the different stakeholders in an EPPO and for them to reach consensus on the most desirable sustainable tourism development scenario for their PAN Parks region. This will be the focus of chapter five.

§ 4.4. Definition of a PAN Parks region

In chapter two it was mentioned that Europe does not have a uniform system which protects natural areas, such as in the United States for example. It can be stated that the natural quality and characteristic landscape of protected areas in Europe is continuously subject to change and is dependent on management decisions made by many different public and private landowners and occupiers.[31] Therefore social support and commitment is required of all those stakeholders from the surrounding region of a protected area in order to protect natural areas in Europe.

For organisational purposes of the project as well as to be able to decide which are regional tourism-related stakeholders, it is important to define what can be understood by a PAN Parks region. It can be stated that the protected area and its surroundings together form the region (the tourism destination). However, it is difficult to define the boundaries of a region, due to several factors. The basis of the project is nature conservation. Therefore the protected area can be considered as the core of a PAN Parks region. However, outside the boundaries of a protected area other natural areas can be found as well which are in need of conservation. They often function as natural corridors for certain species, or represent valuable ecosystems. It should be taken into account that however boundaries need to be identified for organisational purposes, they are not considered as such by the natural environment. Moreover, a protected area could spread out over several provinces/regions of a country. As such it is hard to identify political/administrative boundaries. Therefore, within the PAN Parks project it was decided that a PAN Parks region could best be defined as a **'stakeholder area'**, as a protected area depends on the support of stakeholders for nature conservation through sustainable tourism development (see also figure 4.3.).

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[31] *Involving Local Populations in Protected Area Management: necessity methods and benefits. Partnership & Exchange Programme.* Europarc Federation, 1997

Figure 4.3. PAN Parks region
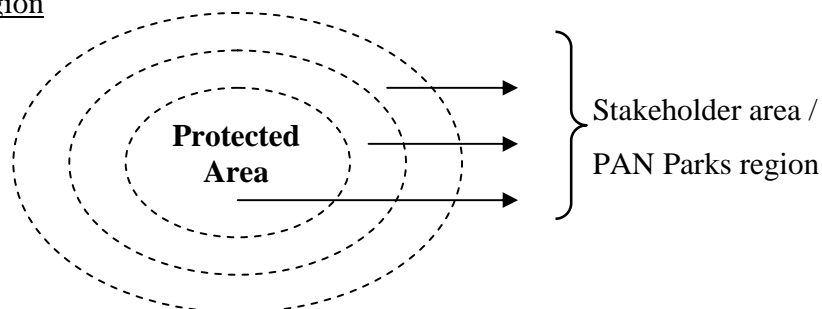
It should be noted that this definition may be too general, as also national government often will be involved and possible international organisations related to nature conservation and/or tourism (for examples see figure 4.7. in paragraph 4.6.). Therefore, it is decided within the project that the boundaries of a PAN Parks region should be defined based on an inventory along the following elements:

- Relevant political boundaries and jurisdiction concerning ecological and environmental protection, land use and urban and rural development planning and socio-economic jurisdiction, including tourism development jurisdiction, infrastructure, industrial development and other elements considered relevant.

- Relevant ecological resources, boundaries and corridors outside the PA boundaries, upon which the success of conservation and restoration goals of the PA depend.

- Relevant social and cultural boundaries, including cultural heritage, which could be considered of importance in order to obtain the conservation goals of the PA and the goals to be set in the STDS

- Boundaries considered relevant for sustainable tourism development. Tourism development will have to offer a whole of recognisable products and services and will be based on the unique characteristics and identity of an area. Existing and future tourism supply (transport, accommodation and activities) will have to be identified, including points of attraction, natural and cultural heritage.

§4.5. Identifying PAN Parks stakeholders

In order to be able to identify the different stakeholders of a PAN Parks region, the following questions need to be answered for protected area management:

1. How can stakeholders be identified?
2. Which stakeholders are relevant for the formulation of a sustainable tourism development strategy in a PAN Parks region?

In order to identify the different stakeholders, it is possible to provide an inventory of different stakeholders in this thesis. However, the disadvantage of such an inventory is that it will not be complete and/or correct, because in every situation the stakeholders, their importance and stakes will differ. It depends on the protected area (level of protection, ecological values et cetera), the type and scale of tourism development, as well as the socio-cultural, economical and political aspects of a country which stakeholders will be involved.

Another option to answer the questions stated above is to provide a tool which can be used for identification of stakeholders. Therefore can be looked at management structures in organisations. The literature distinguishes the following three management models[32] and figure 4.4. compares them.

1) Classic management paradigm in which a central organisation sets the rules for the subjects;
2) Market model in which there are no mutual dependencies, rather there are autonomous actors who 'voluntarily' work together;
3) Network approach in which actors are mutually dependent in order to reach a certain goal.

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[32] Koppenjan J.F.M., Bruijn de J.A., Kickert W.J.M. (red), *Netwerkmanagement in het openbaar bestuur.* 1993

Figure 4.4. Three models of management compared

	Models		
Dimensions	**1**	**2**	**3**
Level of analysis	Relation manager - managed actors	Relations between manager and local actors	Network of actors
Perspective	Central, managing organisation	Local actors	Interaction between different actors
Type of relation	Hierarchical	Autonomous	Mutual dependency
Type of interaction processes	Neutral implementation of in advance formulated objectives	Self management based on autonomous decisions and mutual adaptation	Interaction processes in which information, goals, and means are exchanged
Criterion of success	Realisation of formal management objectives	Satisfaction of needs of local actors	Realisation of solving problems together
Factors of failure	Vague objectives, lack of information and control, too many actors	Lack of sources of aid and freedom of management	Blockades and a lack of incentives for co-operation
Recommendations for management	Co-ordination en centralisation	Improvement of autonomous of local actors, deregulation, privatisation and decentralisation	Network management: improvement of conditions for co-operation

Source: Koppenjan J.F.M., Bruijn de J.A., Kickert W.J.M. (red), Netwerkmanagement in het openbaar bestuur. 1993

From the information stated in figure 4.4. it can be concluded that the third model (a network approach) is most appropriate in the context of the project. The approach in this model is based on interaction between stakeholders which are mutually dependent and they should together come to a solution of a problem. In order to develop sustainable tourism in a PAN Parks region, both stakeholders from the side of the nature conservation sector as well as stakeholders from the side of the tourism sector need to be involved in the project. They are mutually dependent on each other in order to develop sustainable tourism successfully.

This approach can be seen as a way to gain insight in and to create a network of management, political and administrative structures between different stakeholders. Koppenjan et al. (1993) describes this network as 'patterns of interaction between mutually dependent actors which are formed around management problems or management programmes'.

The core of this description is 'mutual dependency between actors'. De Bruin et al.[33] argue in this context that ' actors are for the realisation of their goals, related to a certain management problem or implementation of a management programme, dependent on means which are managed or owned by other actors. In order to create a management policy, interaction between (semi-) government organisations and private parties is required. In these processes of interaction information, goals and means are exchanged. Because these interactions are not restricted to one time occasions, processes of institutionalisation occur. This leads to the creation of patterns of relations, rules for interaction as well as shared views. This way the network develops itself. The structural and cultural characteristics of the network influence on their turn future management and implementation processes'.

It can be stated that the analysis of 'patterns of interaction between mutual dependent actors which are formed around management problems or management programmes' serves two aims. The first is that a network of management and administrative structures is created and gives insight into the relations between different stakeholders with regard to a specific problem or goal. Secondly, it helps to identify relevant stakeholders in relation to a certain problem or goal. From this network it can be concluded which stakeholders are relevant in order to reach the objective.

With regard to the PAN Parks project the following should be noted:

- The network of different stakeholders should be created based on the objective of developing sustainable tourism while preserving nature in a PAN Parks region.
- Based on the network an inventory of stakeholders can be made who have an interest in the development of sustainable tourism. Representatives of relevant stakeholders should take place in the EPPO in order to actively participate in the process towards the formulation of a sustainable tourism development strategy.
- A network of relevant stakeholders should be created based on mutual dependence in relation to the development of sustainable tourism (obviously within the concept of the project). In order to do this, protected area management should analyse patterns of interaction between different stakeholders which relate to sustainable tourism development in a PAN Parks

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[33] Koppenjan J.F.M., Bruijn de J.A., Kickert W.J.M. (red), *Netwerkmanagement in het openbaar bestuur.* 1993

region. Protected area management should start with itself, and then continue with relating the other stakeholders to others and so on.

The following two models could be used in order to help to create this network. Every model states different types of dependencies. These dependencies could be taken as a starting point in creating a network which makes it possible to identify relevant stakeholders for sustainable tourism development of a PAN Parks region. The first one is from Mastenbroek. Mutual dependencies can be identified according to three different aspects as mentioned in figure 4.5..

Figure 4.5. Model of Mastenbroek

> - **Aspect of power and dependency**
> This involves the extent to which one party can determine/influence the behaviour of others.
> - **Instrumental aspect**
> Parties need means from each other, such as money, knowledge and information.
> - **Social-emotional aspect**
> This aspect relates to emotional relations between parties. For example, a person who is trusted or looked up at by local population.

Source: Mastenbroek, W.F.G., Conflicthantering en organisatie-ontwikkeling.Derde herziene editie. Alphen a'd Rijn, 1993 / Onderhandelen. Negende druk. Spectrum, Utrecht,1993

With regard to the aspect of power and dependency the next example can be given. Regional authorities have legislative power and can as such easily object to certain requests for new touristic infrastructure. They could also decide to build a road through a fragile natural area because of their legislative power. As such protected area management depends on the support and co-operation of public authorities. On the other hand, protected area management can also influence tourism development within the protected area, by admitting only to a certain extent tourism activity within the boundaries of the protected area.

An example of the instrumental aspect could be that protected area management needs funding for sustainable tourism development from local investors in order to build accommodation, or from regional authorities for improvement of public transport. On their turn, local investors and regional authorities can financially benefit from their investments.

Finally, an example with regard to the social-emotional aspect is that local people are sooner convinced of the need to preserve nature and to develop tourism in their community when they

are told by someone in their community who they trust, for example their mayor. The mayor on his turn may consider tourism activity as something which benefits economic development of his community.

Baccarach and Lawler have developed another model which has as a starting point four different sources of power (see figure 4.6.).

Figure 4.6. Model Baccarach and Lawler

- **Actors who can punish/reward others**
These actors have the power to force certain things / to stop things from happening
(E.g. governments, landowners)
- **Actors who own means of production**
(E.g. hotel owners, providers of capital such as banks, investors of capital)
- **Actors who control rituals/symbols**
(E.g. these actors have no formal power, but who are able to influence public opinion and as such can have a lot of influence on decisions)
- **Actors who control information /have access to information**
(E.g. actors with regard to the content of the problem to be solved/goal to be reached. Also media sources such as television and press

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Source: Baccarach, SB, Lawler, E.J., Power and Politics in Organisations. Josses-Bass Publishers, San Francisco, 1980

Protected area management can use either one of the models dependent on their own preference. By use of one of the models, they can identify stakeholders by relating them to the objective set by themselves. This way, protected area management themselves can decide which are relevant stakeholders to involve in the decision of the most desirable sustainable tourism development scenario. Chapter five will further discuss the process of how relevant stakeholders can reach consensus on this scenario.

§4.6. Categories of stakeholders

In order to gain already a general insight in possible relevant stakeholders, a categorisation of groups of stakeholders who could be involved in the sustainable development of tourism in a PAN Parks region can be made. This paragraph makes an effort to distinguish different categories of stakeholders and their influence or stake in the sustainable development of tourism. The

elements of sustainability are taken as a basis for this categorisation. It should be noted that this is not meant as a complete inventory of stakeholders, but only to gain inside in the type of stakeholders involved in nature conservation and sustainable tourism development in order to make the discussion more concrete. The categorisation has been made by looking at how the different stakeholders relate to sustainable tourism development in a PAN Parks region.

First of all a difference can be made between the public and the private sector.[34]

These sectors can be divided into the following categories of stakeholders.[35] Each category is accompanied by some examples of potential stakeholders in order to concretise the categories.

In addition to the overview of stakeholder categories mentioned below in figure 4.7., figure 4.8. visualises the different categories of stakeholders in order to indicate their relationship with sustainable development of tourism.

Figure 4.7. Categories of stakeholders

- **Local communities**
- On a regional level they can be represented by local authorities, such as city, town, and municipalities
- On a local level, it can be members of the community itself, or people's associations for example
- **Protected area workforce**
- Protected area management
- 'Park rangers'
- Administrative personnel
- **Regional authorities**
- Provinces, districts
- **Tourism business partners**
- Domestic tour operators, tourism information offices, accommodation owners and so on
- **Other relevant regional stakeholders**
- Chambers of commerce and/or industry (representing the different economic sectors such as agriculture, forestry and fishery)
- Private investment sector
- Labour unions, syndicates, People's assemblies
- Universities and research institutes active in the region
- NGO's
- **(Inter)national stakeholders**
- National government
- Intergovernmental and international associations such as European Union and United Nations
- International tourism business partners, such as international tour operators
- Domestic tourism business partners such as domestic tour operators

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[34] M. Scoullos et al. *"Planning Sustainable Regional Development. Principles, Tools and Practices. The case study of Rhodes Island - Greece."* MIO - ECSDE - SUDECIR Project, 1999
[35] The input for the categorisation is based on interviews with experts in the field of sustainable tourism development as well as on different models of stakeholders found in the literature.

Figure 4.8. Stakeholder categories in a PAN Parks region
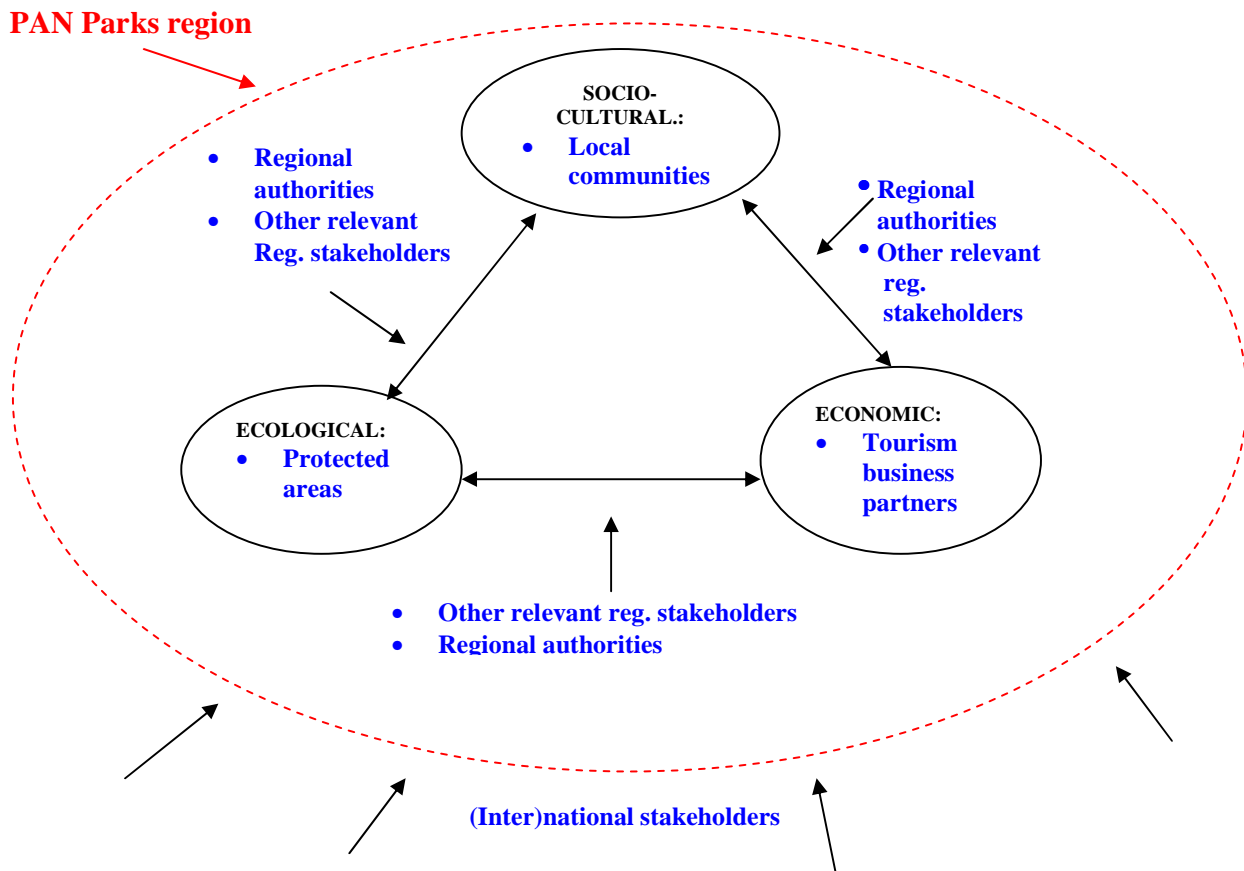
PAN Parks region

Figure 4.8. shows the three elements of sustainability related to the different categories of stakeholders in tourism development in a PAN Parks region.

The groups 'local communities', 'protected areas' and 'tourism business partners' are directly related to sustainable tourism development of a PAN Parks region. As such they can be placed in the different circles of sustainability. However, it should be mentioned that every element of sustainability is interrelated with the others (see also chapter 3) and the total sustainable development therefore depends as well on the support of other stakeholders than the ones mentioned above.

Ecological sustainability is the basis of the project and is reflected by the well being and sustainability of **protected areas**. Protected area management and the staff play an important role here, and are as such an important stakeholder. **Local communities** can directly influence a protected area by their way of life either positively or negatively.

On the other hand local communities can be disadvantaged by protection of natural areas, as this may limit their sources of income. Especially local communities need to be empowered in order to improve their quality of life and in order to get their support for nature conservation. Therefore, alternative sources of income need to be created which have a minimum negative effect on the natural environment and benefit to the social-economic development of a region. As tourism is considered the most suitable alternative, **tourism business partners** are important stakeholders as well. They can be divided in regional stakeholders (local and regional tourist offices, accommodation owners, leisure facility owners and so on) and (inter)national tourism business partners, such as international tour operators. As such they may also be categorised under '(inter)national stakeholders'.

Other groups of regional stakeholders which influence sustainable development of tourism in a PAN Parks region are 'regional authorities' and 'other relevant regional stakeholders'. **Regional authorities** have a large influence on the planning of sustainable tourism development in a region (e.g. legislative issues such as on infrastructure). The group '**other relevant regional stakeholders**' could be divided into two sub-groups, namely 'economic interest groups' and 'other interest groups'. Examples of economic interest stakeholders are agriculture, forestry and industry organisations or companies, and the private investment sector. Stakeholders from the 'other interest groups' could be environmental organisations, cultural heritage organisations and other NGK's as well as universities and research institutions.

Finally, **(inter)national stakeholders** are all stakeholders from outside the PAN Park region which are in any way involved in the sustainable tourism development of the region. This can vary from the national government, international environmental or tourism organisations to the European Union.

§4.7. Conclusions

This chapter focused on the different stakeholders of sustainable tourism development in a region with a protected area. In order to create a synergy between nature conservation and tourism development and to ensure sustainability, it is important to turn stakeholders into PAN Parks

partners as much as possible. Therefore, the different stakeholders need to be identified through a stakeholder analysis in order to find out who may be involved in the sustainable development of tourism in this region and to approach potential partners.

This chapter suggested to use the 'network approach' in order to identify relevant stakeholders. This involves the analysis of patterns of interaction between mutually dependent stakeholders which are formed around a management problem or goal (e.g. how to develop sustainable tourism in a PAN Parks region). This way, protected area management are able to identify how the different stakeholders are related to the goal/problem and how they interrelate. As such they can identify which stakeholders are relevant to actively involve in reaching the goal/solve the problem (to decide on the most desirable sustainable tourism development scenario). Two models were offered as tools which help protected area management to identify the different stakeholders along types of dependencies of stakeholders.

Once the partners have been selected, they should be represented in the EPPO, a regional organisational body. The partners of the EPPO together should reach consensus on the most desirable scenario for sustainable tourism development in their PAN Parks region, and develop a sustainable tourism strategy accordingly. It can be concluded that the best alternative would be to start development at a regional level, but the actual implementation should start on a smaller scale. It was pointed out that local communities, being such an important stakeholder, should become involved as soon as possible in order to ensure their co-operation and support. This implies that they should also be involved in the decision-making process at an early stage. At a regional level they should be represented in the EPPO, and as such have a say in the decision on the future role of tourism in their region. On a local level they can become involved both in the decision-making process as well as in the implementation. However, the actual level of active participation may be different per country and/or region, due to differences in issues such as (local, regional) political and administrative structures and local culture (customs and traditions).

This chapter pointed out that stakeholders should become organised in an EPPO in order to reach consensus and to draw up a tourism plan for the region. However, it has not been discussed how they could accomplish this. This will be the focus of chapter five.

CHAPTER 5 REACHING CONSENSUS AMONG PAN PARKS' STAKEHOLDERS

The previous chapter discussed how stakeholders could be identified in order to be able to involve them in the process of reaching consensus on the future of sustainable tourism development in a PAN Parks region. This chapter explores different ways which can help protected area management (and relevant stakeholders) in the process of reaching consensus on the development of the most desirable sustainable tourism scenario. As such this chapter is related to issue number two mentioned in paragraph 4.1.: Protected area management together with relevant stakeholders should reach consensus on the future role of sustainable tourism development in a PAN Parks region and create a common vision.

Paragraph one presents a central framework along which an EPPO can be created. It also highlights where the subject of this chapter can be placed. Next, three scenarios are presented which reflect the type of problems that can be encountered during the process of building consensus. This is followed by paragraph three which proposes a tool to enable protected area management to decide whether or not to employ an independent facilitator to lead the process of building consensus. Paragraph four distinguishes three methodological approaches which can be used as starting points for building consensus and gives examples of methods/tools for every approach and paragraph five concludes which is the most suitable approach for protected area managers. The last paragraph contains conclusions.

§5.1. A framework for managing policy processes in the EPPO

Once relevant stakeholders have been identified, they have to come to share a 'common vision' for the future. This vision forms the basis for the formulation of goals for sustainable development of tourism. The sustainable tourism development strategy (STDS) should be based on these goals. It needs to be kept in mind that the whole process of reaching consensus on a common vision, the formulation of a STDS based on this vision and its implementation is more likely to be a step-by-step improvement than an 'ideal total transformation'.

In the literature several stages can be distinguished that indicate which phases should be passed in order to effectively 'manage policy processes in networks'. The different stages can function as a

central framework along which a methodology could be developed This method enables protected area management (and relevant stakeholders) to set up an EPPO in a PAN Parks region in order to create a STDS and implement and monitor it. It should include guidelines or tools which enable protected area managers and relevant stakeholders to reach consensus on the content of every phase of the framework (see figure 5.1).

Figure 5.1. Framework for methodology of creation EPPO

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1. **Analysis of mutual dependence of different actors**
In other words how do different stakeholders influence each other and how does this affect sustainable tourism development and nature conservation. Based on this analysis, relevant stakeholders can be selected for the EPPO.

2. **Manage the policy process**
This step should result in a common vision shared by all involved stakeholders. This means that consensus should be reached among relevant stakeholders on the future role of sustainable tourism development in a PAN Parks region

3. **'Game management'**
In this step the actual decision-making process should take place and should result in a concrete plan or strategy. Here actions should also be taken for preparation of implementation of the plan. As such the formulation for a sustainable tourism development strategy should take place here.

4. **Network constitution**
Here it is worked out how, on long term, the stakeholder network can be structured. Rules for collaboration should be set. This can also be considered as institutionalisation of what was until then a group of actors 'voluntarily' working together.

Source: Koppenjan, J.F.M., Bruijn de A.J., Kickert W.J.M.(red), Netwerkmanagement in het openbaar bestuur. 1993

However, it is without the scope of this thesis to develop a complete method for setting up an EPPO, because this requires the provision of methods or tools to pass all the four stages of the framework. This thesis is only related to the first two stages of the framework. The first stage has already been dealt with in the previous chapter and this chapter explores different methods which enable protected area managers and relevant partners to pass the second stage. The third step is related to the third issue mentioned in paragraph 4.1., the development of a sustainable tourism strategy. Finally, the fourth step will be relevant once the EPPO is created and functioning.

§5.2. Problems in the process of consensus building

This paragraph starts with an explanation of different types of problems that can be encountered in the process of building consensus. Generally, three scenarios can be distinguished when dealing with situations of consensus building (see figure 5.2.).

Figure 5.2. Scenarios of problems in the process of consensus building

- Firstly, problems can arise on reaching consensus with regard to the **<u>content</u>** of the meeting. It is possible that participants are not able to reach consensus on the most desirable sustainable tourism development scenario for their region.
- Secondly, problems may occur in the **<u>process</u>** of reaching consensus. 'In difficult situations, working with the breadth of issues and volumes of important information is demanding enough; it is too much to ask to expect from participants to also manage the processes that come into play in a meeting'.
- It can also happen that both the **<u>content and the process</u>** reach a deadlock which is referred to in the literature as 'double trouble' (Van Dongen). In this situation Van Dongen argues that in order to proceed, the help of an external facilitator is required. This person can analyse the situation and regenerate the discussion again (content), and at the same time can take care of managing the process of reaching consensus.

Source: Based on Schuman, S.P. The role of facilitation in Collaborative Groups. (1999) In: The Search for Collaborative Advantage. By Huxham, C., ed., London: Sage, 1996

Considering the innovative character of the PAN Parks project, the complexity of the subject on which consensus should be reached as well as the involvement of very opposite interests (see for types of interests for example figure 4.3./4.4 of chapter 4), it is very likely that there will occur problems with regard to the content of the process. Moreover, as protected area management takes the lead in the process, a representative of the management is likely to manage it. However, since this person plays two roles in this process (manager of the process and stakeholder), it could happen that the process gets stuck due to conflict of playing two different roles as manager and participant. In these case the help of an external facilitator is required (see last scenario of figure 5.1.). The following paragraph provides a tool which enables protected

area management to decide whether the use of an external facilitator is required in the process of reaching consensus on the most desirable sustainable tourism development scenario.

§5.3. Whether or not to employ an external facilitator

An external facilitator helps a group to work collaboratively by focusing on the process of how participants work together. He is an expert in leading the different participants through the process of building consensus, but has no authority to impose action on the groups and have no vested interest in the outcome. It should be mentioned that external facilitators are only allowed to intervene in the process and not in the content of the process. They can only influence the content by listening, asking questions, analyse and integrate the different pieces of information and they receive and feedback the results of their thoughts to the participants with the purpose to receive more information or to generate further discussion.[36]

In order to find out whether the services of an external facilitator are justified, protected area management could assess the condition of the group of partners along the following eight dimensions:[37]

- **Distrust or bias:** Firstly, when it is apparent or suspected that there is a situation of distrust or bias among group members.
- **Intimidation:** Secondly, the presence of an external facilitator can encourage the participation of individuals who might otherwise feel intimidated.
- **Rivalry:** Thirdly, when there exists rivalry between individuals and/or organisations. Participants are typically reluctant to reveal personal rivalries or attack one another in the presence of an outsider. If they appear, the facilitator can determine if these are relevant to the task at hand.

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[36] Schuman, S.P. *The role of facilitation in Collaborative Groups.* (1999) In: The Search for Collaborative Advantage. By Huxham, C., ed., London: Sage, 1996

[37] Schuman, S.P. *The role of facilitation in Collaborative Groups.* (1999) In: The Search for Collaborative Advantage. By Huxham, C., ed., London: Sage, 1996

- **Problem definition:** An external facilitator can help to analyse, integrate, and construct the different views of participants in order to define the problem and to create shared understanding.

- **Human limits:** An external facilitator can specifically focus on leading the group process while the participants can focus completely on the problem at hand. This leads to better results than when participants have to do both.

- **Complexity or novelty:** Another reason for considering the involvement of an external facilitator is when a group should deal with an unusual situation. This argument is especially useful in the context of this project. Sustainable tourism development is a very complex phenomenon and possibly for some PAN Parks regions a new one. Then the help of a facilitator could be useful.

- **Timelessness:** The expertise of an external facilitator is also very useful in order to save time and to avoid unnecessary discussions. This also reduces the costs of such meetings, as the number of meetings will reduce due to more effective results.

Although the last dimension remarks that due to more effective meetings by use of an external facilitator, it should be mentioned that hiring an external facilitator includes extra costs. This is something which certainly should be taken into account in when deciding on whether or not to employ an external facilitator.

The dimensions stated above are also reflected in figure 5.3. which can function as a tool in deciding whether an external facilitator is required. A higher score suggests that the role of facilitator should be clearly differentiated from that of participant and that an outside, neutral facilitator should be employed.

Figure 5.3. When to use an outside facilitator

1	2	3	4	5	6	7	8	9	10
Interpersonal trust				**Distrust or bias**					suspicion

1	2	3	4	5	6	7	8	9	10
Low status differential				**Intimidation**				high status differential	

1	2	3	4	5	6	7	8	9	10
Low competition				**Rivalry**				high competition	

1	2	3	4	5	6	7	8	9	10
Well defined, held in common				**Problem definition**				poorly or differently defined	

1	2	3	4	5	6	7	8	9	10
Low demands				**Human limits**					high demands

1	2	3	4	5	6	7	8	9	10
Simple or familiar situation				**Complexity or novelty**		Complex or unfamiliar situation			

1	2	3	4	5	6	7	8	9	10
No rush				**Timeliness**			pressure to solve quickly		

1	2	3	4	5	6	7	8	9	10
Easy to get together				**Cost**				difficult to get together	

Source: Schuman, S.P. The role of facilitation in Collaborative Groups. (1999) In: The Search for Collaborative Advantage. By Huxham, C., ed., London: Sage, 1996

§5.4. Methods for consensus building

This paragraph presents different tools/methods which can be helpful in the process of building consensus on the most desirable scenario of sustainable tourism development. Based on literature study and interviews with experts in the field of sustainable tourism development and nature conservation, the following three methodological approaches can be distinguished with regard to reaching consensus on the most desirable sustainable tourism development scenario:

A) 'Closed/anonymous' meetings

B) Open meetings

C) Semi-open meetings

Every approach will now be explained and an example of a technique/method is given. Paragraph 5 discusses which is the best suitable approach for protected area managers.

A) Closed/anonymous' meetings

This approach is referred to as 'closed' or anonymous' meeting as stakeholders do not meet each other nor do they know who are the other participants in the process of building consensus. Neither are they confronted with each others opinions. The organisation/person (initiator) who has interest by reaching consensus on a certain matter either hires an external facilitator or personally interprets the input until some form of consensus is reached.

The advantage of anonymity is that each stakeholder can honestly express his/her concerns without biasing effects such as group pressure or dominant individuals. This assures that every individual opinion is taken into account.[38] The disadvantage of this approach is that although consensus may be reached according to the results of the input, the different stakeholders do not necessarily have to agree with the ultimate outcome.

Examples of techniques/tools for this approach are:
- Personal interviews;
- Questionnaires;
- Delphi method (for a more extensive outline of this method see appendix 5). The Delphi method approaches stakeholders individually and each is asked to separately record what they think is important in dealing with some problem. All the responses are collected and a list of the factors is uncovered is presented to each stakeholder. Each is asked to rank the factors identified by the group as a whole in terms of relevance or importance. The rankings are collected and an overall group ranking is computed. The newly ranked factors are then showed to each stakeholder again, alongside their original ranking, and they are asked to reassess their personal ranking in the light of the group response, or to state why they still think their particular rankings are correct and the others are not. This process continues until a general consensus is reached or when there is no further movement in individual rankings.[39]

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[38] Dalkey, N.C., *The Delphi Methodology*. From: www.fernuni-hagen.de/ZIFF/v2-ch45a.htm
[39] *The Delphi Methodology*. From: www.vuw.ac.nz/infosys/research/delphiweb/delphi.html

B) **Open meetings**

A public open meeting involves a meeting which welcomes all stakeholders and interested people. This meeting starts with a blank sheet. Only the purpose of the meeting is made clear, but there is nothing presented which can form a starting point for discussion in the form of proposals for plans, strategies and so on. During this meeting everybody is free to express their ideas, concerns and other opinions on the subject of discussion. As such, stakeholders are not forced on forehand into a certain direction with regard to possible solutions. These meetings can be prepared and managed by either an external facilitator or a person from inside the organisation that brought up the problem or idea in the first place.

At the time of writing this report an example of this technique of open meetings is being implemented in the Peak District National Park (United Kingdom). A new management plan needs to be developed for the Peak District National Park Authority's North Lees State which includes Stanage Edge, one of the most dramatic features of the Peak District. In order to do this a Stanage Forum is created which aims at building mutual understanding and to resolve areas of conflict. Anyone with an interest is invited to attend. They are also able to participate through the Internet. In order to ensure that the debate is truly open, an independent facilitator is employed who organises the meetings, sets the agenda, draws up ground rules and deals with procedural matters of the Forum.

- The process begins by asking what everyone values about the Estate and why.
- It is then further assessed together what needs to be done to protect and enhance these values.
- The result is a working management plan detailing an agreed vision for the future of Stanage and the policies and priorities for action needed to achieve that.[40]

For more detailed information reference is made to appendix 6.

C) **Semi-open meetings**

Semi-open meetings can be considered as a sort of a combination of the first two approaches. By use of techniques such as mentioned in the first approach, input is collected and based on the results a proposal can be put together. This proposal function as a guideline for the meetings with relevant stakeholders and consensus should be reached on the ultimate version of the

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[40] www.peakdistrict.org

plan/solution. All relevant stakeholders are invited to join the meeting. The help of an independent facilitator could be necessary, depending on the content of the process as well as on the number of the participants which can make the management of the process more difficult. The tools proposed in paragraph 5.3. can be used to decide whether or not to use an external facilitator.

An example with regard to this approach can be found in the MIO-ECSDE/SUDECIR methodology of the MIO-ECSDE[41]. This organisation made use of this methodology in the case of the island of Rhodes, Greece. They wanted to reach consensus on the formulation of a 'common vision' for the region in order to translate this to a sustainable development plan by involving stakeholders from the very beginning of the process.

The MIO-ECSDE technique is a combination of interviews with individual stakeholders as well as with small focus groups, polls (questionnaires) and work-books. The results from the input of stakeholders where grouped and treated in several ways, producing information about the perception, identification of problems, aspirations ('vision') and suggestions. This was followed by a series of public meetings with relevant stakeholders where the results of the preliminary survey were presented and discussed. The next meeting was used for a presentation of a more concrete set of recommendations for a sustainability plan and of triggering actions, most of which were derived from the first meeting.[42]

§5.5. The PAN Parks methodological approach for consensus building

This paragraph concludes which of the three methodological approaches discussed in the previous paragraph is best suitable to enable protected area managers and partners (relevant stakeholders) to reach consensus on the most desirable sustainable tourism development scenario for their PAN Parks region.

It can be stated that the first approach is not an option. The EPPO is based on collaboration of relevant stakeholders, so they should become familiar with each other and their opinions on

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[41] MIO-ECSDE: Mediterranean Information Office for Environment, Culture and Sustainable Development
[42] For more information on this case study and the MIO-ECSDE/SUDECIR method reference is made to:
M. Scoullos et al. *"Planning Sustainable Regional Development. Principles, Tools and Practices. The Case Study of Rhodes Island-Greece"*. MIO-ECSDE - SUDECIR Project, 1999

different matters. As such the second and third approach are left as alternatives. In principle both approaches could be suitable.

The 'semi-open' meeting approach has as a starting point proposals based on input from individual participants. The process of interpretation of the input to the formulation of the proposal on itself is not done with input from the different stakeholders. However, during the open meetings also the contents of the proposals are discussed and guidelines are developed accordingly. Afterwards the guidelines will be worked out by one person in order to be discussed again. As such the most ideal approach would be the 'open meeting' approach, because such stakeholders are involved and actively participate in every step in the process of policy formulation in order to reach consensus.

However, from the point of view of both management and the content of the process, it may be 'easier' to start a meeting with some basic statements. This is stated considering the number of different interests as well as the complexity of the content of the process (sustainable tourism development) which need to be taken into account in the process.

For example, a alternative would be to manage the content of a meeting by using a list of statements made by stakeholders. This list would be a result of preliminary interviews with all types of stakeholders involved (including the passive stakeholders). This way, there is a starting point based on reflections of the different stakeholders, but not by any way interpreted or transformed into a draft plan. It may bring more structure to the meeting which makes it easier to manage the content of the process. Moreover, also the opinions of passive stakeholders are taken into account which would not be the case during open meetings as they probably would not show up. When interpreting a 'semi-open meeting' this way, it can be considered an even better approach than the 'open meeting' approach. Firstly, because it contributes to a better management of the content of the process which may include that also the process itself become better manageable. Secondly, it involves both passive and active stakeholders in the process either in a preliminary stage or during the actual process. Ultimately, it is left to the judgement of protected area management to decide which approach is most suitable to their particular situation.

§5.6. Conclusions

This chapter started with presenting a framework around which a method could be developed for reaching consensus on every phase of the framework in order to set up an EPPO. However, this thesis only focuses on the first two stages of the framework of which the second stage is dealt with in this chapter. Different ways were explored which can help protected area management (and relevant stakeholders) in the process of reaching consensus on the development of the most desirable sustainable tourism scenario. Three types of problems can be distinguished with regard to building consensus on a matter, namely with regard to the content of the process, to the process itself, or to both ('double trouble'). In the last scenario, the help of an external facilitator is required to regenerate the discussion and to manage the process. This chapter proposed a tool (paragraph 5.3.) to find out whether or not it should be useful to employ an independent facilitator in order to avoid 'double trouble' during the process. There can be distinguished three methodological approaches in the process of building consensus. Ideally, the 'open meeting' approach would be best suitable in the context of the project. However, when interpreting the preliminary interviewing process in a different way, the 'semi-open' meeting could be an even better alternative. However, the ultimate decision for a consensus building approach is left to the judgement of protected area management.

The next chapter draws conclusions, gives recommendations and proposes a methodology which enables protected area managers and relevant stakeholders to determine the future role of tourism in their PAN Parks region.

CHAPTER 6 CONCLUSIONS & RECOMMENDATIONS

The information provided in the previous chapters leads to several conclusions. The first paragraph states the motive and objective of the research of this report. Next, it is concluded what the concept of the PAN Parks project is about. This is followed by paragraph three which presents the results of the discussion of sustainable tourism development in the context of the project. Paragraph four continues with the conclusions of the involvement of stakeholders in sustainable tourism development. The next paragraph provides a methodological framework along which an EPPO can be created. This framework is used as a basis for the development of guidelines for protected areas which are presented in paragraph six. Finally paragraph seven contains recommendations.

§6.1. Motive and objective of research

In order to create a synergy between nature conservation and sustainable tourism, the European PAN Parks Management needed extra expertise in the field of sustainable tourism management. One of the issues that needed to be worked out in more detail is how sustainable tourism development can be managed and implemented. This thesis aims to fulfil a part of this need by presenting in this chapter the results of the objective as stated at the beginning of this report:

"To develop guidelines for a manual for potential PAN Parks in order to enable them to determine the future role of sustainable tourism in their region with the aim to formulate a sustainable tourism development strategy accordingly"

The information needed for this report was collected partly from interviews with experts related to the different issues discussed in the previous chapters and partly from literature study, articles, news letters, internal WWF working documents and the Internet.

§6.2. The PAN Parks project

The concept of the PAN Parks project is developed by WWF, the Dutch Leisure Company Molecaten Group and various protected area authorities. The concept was developed in order to provide a solution to the problems which protected areas in Europe are dealing with nowadays. European protected areas have very specific problems that require a solution which is tailor-made for the European situation. Problems to be mentioned are for example that European protected areas do not know a uniform system of protected area management such as in the United States. Moreover, local communities surround and sometimes live in protected areas. As such protected areas and local communities are mutually dependent for their well-being.

PAN Parks aims to provide an answer for this problem by the creation of a European network of protected areas that welcome visitors. The concept is based on the creation of a synergy between nature conservation and sustainable tourism development. Tourism can be seen as a tool which benefits the local communities (socio-economic development) and at the same time protects the natural areas by giving it economic value.

§6.3. Sustainable tourism development

In the PAN Parks project tourism is considered as a tool for nature conservation. As such it should be developed in a sustainable way. Chapter three thoroughly discussed what can be understood by sustainable development in the context of the project and how tourism could play a role in this development. This is visualised in figure 6.1. which shows the situation of sustainability and sustainable development of tourism.

Figure 6.1. Model of sustainability and sustainable development
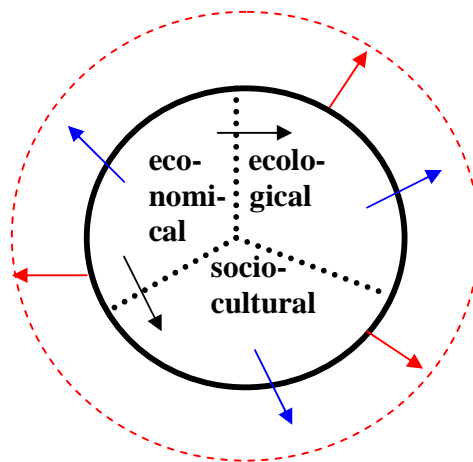
Source: Beunders/Uithol, NHTV, 2000

Concluding from figure 6.1. sustainable development is based on three elements of sustainability: ecological, socio-cultural and economic sustainability. The black circle represents the situation of sustainability. Then all elements are in balance with each other. In order for a region to develop itself economically (e.g. by means of introduction of tourism) (see black arrows), socio-cultural and ecological sustainability form the basis for this development. The economic element of sustainability cannot 'eat' parts the slices of the other two elements of sustainability, because then one becomes bigger than the other and there is no sustainable situation anymore. As such sustainable growth (red arrows) means that all slices grow but remain in proportion to each other. Tourism can be a tool in socio-economic development and nature conservation in a PAN Parks region, provided that it is developed in a sustainable way (as described above). Then it benefits both nature conservation and socio-economic development. Therefore it is very important to formulate a sustainable tourism development strategy (see blue arrows) which ensures the sustainable development of tourism.

§6.4. Stakeholder involvement

It can be concluded that in the development of sustainable tourism there are many actors involved with different interests, so-called stakeholders.

Stakeholders can be described as: "Individuals, groups or organisations (…) in one way or the other interested, involve or affected (positively or negatively) by a particular conservation or development project (…)".[43]

In the context of the project, stakeholders can be divided in active and passive stakeholders. Active stakeholders are those stakeholders who 'whose participation and/or support can be considered necessary and/or useful in order to realise the conservation goals of the area and/or to guarantee the success of the sustainable tourism development strategy'[44]. Therefore they should be actively involved. There are also stakeholders who are passively involved and with regard to this group it can be stated that the most important thing is that they do not obstruct the development of sustainable tourism.

Sustainable development needs to be an integrated form of development. As such (active) support and involvement of stakeholders is very important. Stakeholder involvement also avoids uncontrolled developments.

In the context of the project relevant stakeholders can be involved either on a regional or on a local level in the decision-making process of sustainable tourism development.

On a regional level stakeholders can be involved in the decision-making process towards the formulation of a sustainable tourism development strategy (STDS). This process takes place in the EPPO[45].

On a local level, local communities play an important role. It is especially important to gain support from and to actively involve local communities, because they can largely influence (positively or negatively) the well-being of the protected area by their way of life. Therefore they should be involved in the development of sustainable tourism at an early stage. This means that they should be involved in the decision-making process on a regional level as well as on a local level. Figure 6.2. shows how local communities can be involved.

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[43] Participatory methods in community-based coastal resource management, volume 2 tools and methods. IIRR, Philippines, 1998
[44] Definition of stakeholders according to: the fourth draft of Principles & Criteria, WWF, July 2000
[45] EPPO: European PAN Parks Organisation

Figure 6.2. Participation of local communities in the decision-making process

Regional level	→	• Decision of most desirable sustainable tourism development scenario • Development sustainable tourism strategy accordingly	→	**Representative of local communities in EPPO (e.g. local authorities)**
Local level	→	• Development of sustainable tourism strategy on community level. • Implementation and monitoring of sustainable tourism development Strategy	→	**Local communities (individual members and local authorities)**

On a regional level the community as a whole should be represented by one person (often representative from the local authorities) in the EPPO in order to decide on the future role of sustainable tourism development in their region and to formulate a sustainable tourism development strategy (STDS) for the chosen scenario. On a local level local communities should be involved in both the decision-making process as well as the actual implementation of the overall regional STDS.
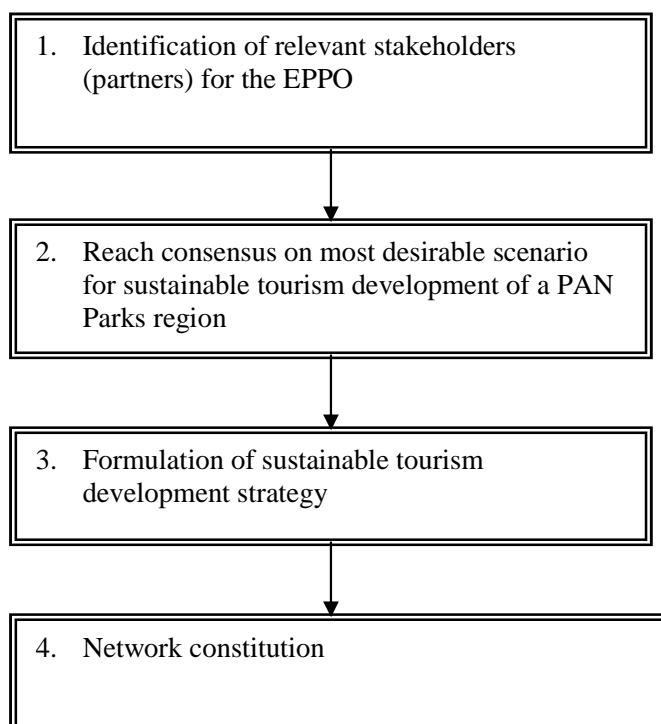
It needs to be remarked that the above mentioned scenario for involvement of local communities is based on an ideal situation. However, due to differences in issues such as political/administrative structures and culture of countries and/or regions, the actual level of participation can be very different than from the ideal scenario as mentioned here.

§6.5. A methodological approach on building consensus

This paragraph explains the central framework along which guidelines can be formulated that enable protected area managers and relevant stakeholders to determine the future role of sustainable tourism development.

Chapter five presented a central framework along which a methodology can be developed of how to set up an EPPO in a PAN Parks region in order to create a sustainable tourism development strategy and to implement and monitor it. Figure 6.3. presents the methodological framework based on the central framework of figure 5.1. in chapter five.

Figure 6.3. Methodological framework for creation EPPO[46]

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┌─────────────────────────────────────────┐
│ 1.  Identification of relevant stakeholders│
│     (partners) for the EPPO               │
└─────────────────────────────────────────┘
                    │
                    ▼
┌─────────────────────────────────────────┐
│ 2.  Reach consensus on most desirable scenario│
│     for sustainable tourism development of a PAN│
│     Parks region                          │
└─────────────────────────────────────────┘
                    │
                    ▼
┌─────────────────────────────────────────┐
│ 3.  Formulation of sustainable tourism    │
│     development strategy                  │
└─────────────────────────────────────────┘
                    │
                    ▼
┌─────────────────────────────────────────┐
│ 4.  Network constitution                  │
│                                           │
└─────────────────────────────────────────┘
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This thesis is related to the first two phases of the framework. In the first phase protected area management needs to identify who are relevant stakeholders in relation to sustainable tourism development and nature conservation. Once the relevant stakeholders are identified, they can together with protected area authorities collaborate to reach consensus on the future role of sustainable tourism development in their PAN Parks region (phase 2). The next paragraph includes guidelines which could help protected area managers to pass these two phases.

§ 6.6. Guidelines for protected area management

It needs to be noted that the guidelines stated hereafter should be considered as a first draft and basis for a manual which enables protected area managers to pass the first two phases towards the development of a sustainable tourism strategy. As such, they do not pretend to give a complete overview of all the details that need to be taken care of in order to reach consensus.

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[46] Based on: Koppenjan, J.F.M., Bruijn de J.A. (red), *Netwerk management in het openbaar bestuur*. 1993

Phase 1: Identification of stakeholders

Stakeholders can be identified by use of the 'network approach'. This means that a network of management and administrative structures of different stakeholders should be created based on mutual dependence. In other words, it needs to be analysed how the different stakeholders influence each other and how this affects sustainable development of tourism and nature conservation. This network gives protected area management insight into the relations between different stakeholders with regard to sustainable tourism development and nature conservation.

1. Protected area managers should analyse with which organisations and/or people they have to deal in the development of sustainable tourism and how these organisations and/people influence them. Moreover, it needs to be analysed how the different organisations and/or people influence each other in the development of sustainable tourism. The models from figure 4.5. or 5.5. could be used here as a guideline for analysing how protected area managers and other organisations and/or people depend on each other. This way protected area management can identify the different stakeholders involved in sustainable tourism development.
2. The different stakeholders should be grouped in different categories such as public and private sector, tourism business partners, scientific experts, local/regional/national stakeholders and so on. Figure 4.7. could be used here as a guideline.
3. Finally, protected area management can identify the relevant stakeholders who need to be represented in the EPPO in order to be able to formulate a sustainable tourism development strategy. This can be different for every phase of the framework. Therefore, it should be decided per phase which stakeholders are relevant.

Phase 2: The process of reaching consensus

Three types of problems can be encountered in the process of building consensus:
- Problems with reaching consensus on the <u>content</u> of the process;
- Problems with regard of managing the <u>process</u> of consensus building;
- Problems with both on the <u>content</u> and on the <u>process</u> ('double trouble').

In this situation of 'double trouble' the help of an external facilitator is very helpful. This person is skilled in leading the process of consensus building as well as in regenerating the content of the

process when necessary. It is an independent person who has no vested interest in the outcome of the process.

In the process of building consensus there are three different approaches: a 'closed/anonymous' meeting, an 'open meeting' and a 'semi-open' meeting approach. In the context of the PAN Parks project both an 'open' meeting and a 'semi-open' meeting approach are suitable to use.

The guidelines presented in this thesis are based on an alternative 'semi-open' approach (see paragraph 5.5. of chapter five). They can also be used for an open meeting approach. In case of difference in approach, it will be remarked.

1. Firstly protected area managers should decide whether or not to employ an external facilitator during the process of building consensus. If there appear to be feelings such as distrust, conflicts or differences in status which might intimidate other participants, this could cause problems with regard to the content of the process. Moreover, as the subject to reach consensus on is quite complex (sustainable tourism development), this may cause problems with regard to the management of the process. Figure 5.3 could be used as a tool in order to make a decision.

2. Next, protected area managers should do a kind of preliminary survey in order to collect information about what the different stakeholders value about their PAN Park region and how they feel about sustainable tourism development in their region.

   The categories of stakeholders distinguished in the first phase can be used as a basis to get input from the different types of stakeholders. The information can be collected by use of interviews or questionnaires. Based on this information a list can be composed which states the different opinions and concerns of the different stakeholders. This list can form the basis for discussion during the first meeting in the process of building consensus.

3. During the first meeting representatives of the different stakeholders should come together to discuss what they value about their region and how they feel about sustainable tourism development. In order to structure the content of the meeting, the list with statements as mentioned above can be used as a basis for discussion.

   However, when an 'open meeting' approach is used, the meeting should start with a blank sheet and everybody can give their opinions on the above mentioned issues.

4. Based on the different opinions on what is valued about a region as well as opinions/concerns about sustainable tourism development, different scenarios should be developed about the role of sustainable tourism development in a PAN Parks region.

   It depends per situation how many meetings are necessary in order to reach consensus on the most desirable tourism development scenario.

5. Based on the most desirable tourism development scenario a working document should be formulated which forms the basis for the development of a sustainable tourism development strategy.

§. 6.7. Recommendations

The guidelines presented in the previous paragraph can in this stage be used as a kind of 'checklist' of the main actions to take in the process of building consensus. Within the period of time that is meant to write a thesis it has not been possible to develop a set of guidelines which are written on a practical level for a manual which can be used by protected area managers. Therefore further research and possibly also field testing is recommended in order to do accomplish this.

Moreover, it is recommended to work out phase three and four as well in order to create the EPPO. There should be developed manuals for the different phases of the framework of figure 6.3. in order enable protected area managers (and relevant stakeholders) to set up the EPPO in their region.

This thesis is based on stakeholder involvement on a regional level, but it has appeared from the research that the involvement of local people is very important in sustainable development of tourism in PAN Parks regions. As such it needs be further investigated how people on a local level can become involved at an early stage in the decision-making process of the development of sustainable tourism in their communities.