OVERVIEW

It is essential to involve all stakeholders, and particularly the local community, in the planning process for sustainable tourism. A sustainable tourism enterprise cannot succeed without their support.

Stakeholders - those with an interest or stake in the decisions being made - should be involved at all stages of planning for any management endeavor in protected areas, including sustainable tourism in and around MPAs. Stakeholders include local community members, government, NGOs, as well as the tourism industry and the tourists, and many other groups. A first step in planning for sustainable tourism is to identify the stakeholders and open communications with them.

It is especially important to involve local community members, and to develop trust and foster partnership between the community and the MPA management, as well as with other stakeholders. To begin the process, MPA managers can ask community members to participate in focus groups, surveys, or community mapping, which can help identify where in the area the relevant resources are and how they are being used. These tools are only the first steps in an ongoing process of community-based management.

LEARNING OBJECTIVES

- ✓ Understand the importance of stakeholder participation in tourism planning
- ✓ Understand the importance of engaging the community, and the key principles that will help build bridges and forge partnerships
- ✓ Consider the benefits and threats of tourism from the community's point of view
- ✓ Know how to identify other important stakeholders of your own MPA
- ✓ Learn how to tap community knowledge of locations of resources and activities in & near the MPA
- ✓ Learn about focus groups, resident surveys, and other tools used to gather information from community members and other stakeholders about their attitudes, priorities and ideas

LESSON PLAN

5.1 UNDERSTANDING THE COMMUNITY

Who are the stakeholders?

"Stakeholders" are any people or groups who have an interest (or stake) in decisions being made by a management agency. In MPA decision-making, stakeholders include any individuals or groups involved, interested in, or affected (positively or negatively) by coastal and marine resources and their uses. In coastal communities, stakeholders include local residents and fisher people, as well as members of other groups such as:

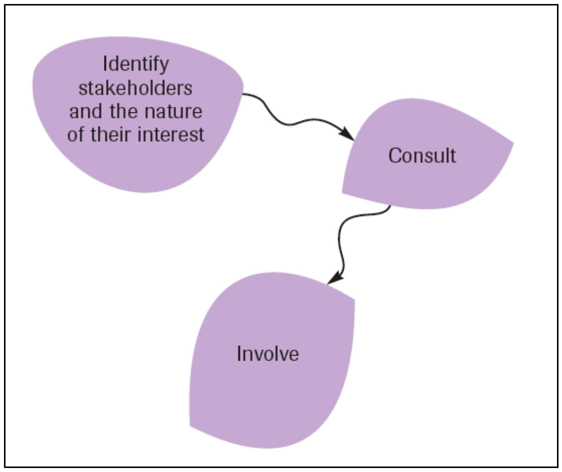
- MPA management
- Members of the local municipality
- The tourism industry (tour operators, hotels, restaurants, etc.)
- The fishing industry (local and non-local)
- Local biodiversity conservation organizations
- Community development organizations
- Indigenous people's organizations
- Coastal farming communities
- Transportation authorities
- The scientific community

It is imperative that stakeholders be involved in all stages of planning. With stakeholder support, sustainable tourism plans are *more likely to succeed*.

There are more than political advantages to be gained by involving stakeholders. When a community has management responsibility, feels involved, and understands the benefits that will come to them from responsible MPA management and from sustainable tourism, there is a good chance that they will use more care in using the MPA's resources and in supporting responsible tourism practices. For example, the quantity of fish and shellfish removed may be controlled, less destructive fishing methods may be used, or dive operators may take more care in protecting coral reefs. Communities may begin self-policing and self-enforcing, to help support the goals and aims of the MPA and of sustainable tourism.

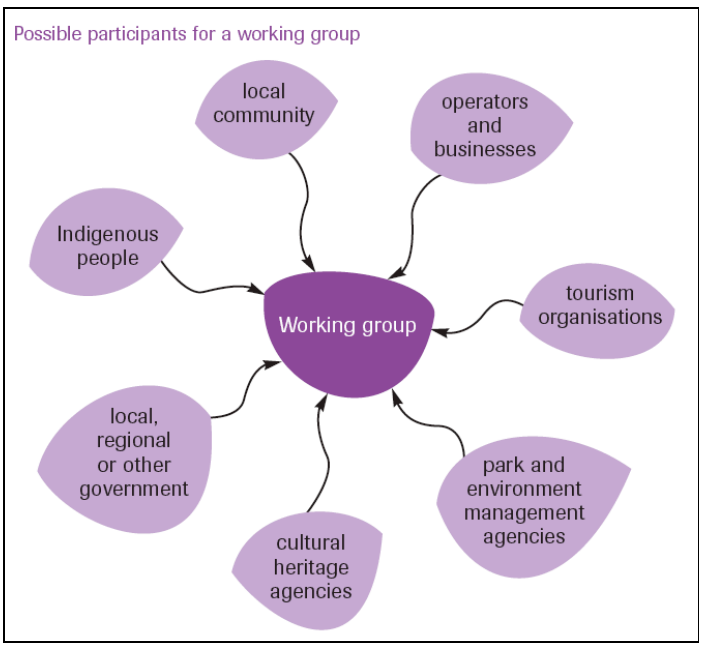
Identifying the Stakeholders

Stakeholders can only be involved once you know who they are. They must be identified, and then approached and queried as to their interests and opinions. As an initial step, the MPA tourism planning team can brainstorm with local contacts about who to specifically invite or consult with, and how to engage those individuals or groups. Once the key stakeholders have been identified, the team should determine the best means of engaging different stakeholders, based on their level of input and potential involvement in future tourism development. For example, it may be necessary to hold individual consultations or workshops with local business and conservation groups, while explaining the overall process to the general public might be more easily achieved with a large public meeting.



Source: Steps to Sustainable Tourism, 2004

Ideally, representatives of major stakeholder groups should eventually be involved with MPA managers in a **working group** that will, together, help develop the plan for sustainable tourism. (This working group will often consist of the same team that was assembled for the assessment process, but augmented with other stakeholders as well.)



Source: Steps to Sustainable Tourism, 2004

The process of identifying stakeholders also helps to identify which individuals and groups will be affected – and how – by both MPA management and sustainable tourism. It is a process of trying to discover who is likely to gain from tourism development and who is likely to lose, and by how much. Understanding the different groups in your area can allow MPA managers to understand who needs to be involved in sustainable tourism planning. Not all stakeholders have the same "stake" or level of interest in coastal and marine resources and may be less active or not active at all. Understanding the stakeholders can also help to predict

changes in social behavior, local culture, traditions, and quality of life issues that might result from tourism development.

A critical aspect of sustainable tourism planning, therefore, is to identify and understand the major stakeholders, and to understand their point of view, goals, and motivations. We will start with the most important stakeholder, the local community. Later we will explore some other major stakeholders such as local government and NGOs. The information here is only a starting point; to really begin to understand stakeholders in your area, it will be essential to actually meet and talk with them.

Understanding the local community

The negative environmental, cultural, and social impacts of unsustainable tourism development have affected local people most acutely. Traditional communities and indigenous people can play a major role in conserving biodiversity, but this has been acknowledged only recently, and important issues relating to participation, land and resource use, and democracy still need to be addressed in the context of tourism development. Local authorities have an essential role as moderators and facilitators of empowerment for local communities. Experience with top-down approaches to protected area management has demonstrated that, ***if they are excluded, local people can undermine biodiversity conservation efforts*** (for example, the Maasai spearing of wildlife in Kenya's Amboseli National Park to protest removal of their grazing and watering rights within the park). Likewise, approaches to tourism development that do not take local people's priorities into account can be undermined by civil unrest, hostility toward tourists, and decreased safety for tourists.

The local community is not an undifferentiated mass, but comprises people of different economic classes, clans or family groups, ethnic groups, both genders, and various special interest groups. Every community is different and includes many groups involved directly or indirectly with coastal resources, such as subsistence-level fisher people, commercial fisher people, farmers, and those involved in transportation and tourism. Efforts to involve the community should recognize and respect these different groups and the diversity of groupings within the community. In addition, MPA staff should consider and address two different definitions of community in promoting the MPA planning process:

- **Geographical community** — a group of people who live in the same area.
- **Functional community** — a group of people who may not live in the same area but who share significant aspects of common life, such as customs, manners, traditions, language, or profession. Examples are: fisher people, farmers, members of religious groups, members of a tribe.

Winning support and fostering partnerships

Securing the support of local communities requires more than simply raising their awareness of issues. In fact, if/when they are asked, they are likely to demonstrate a very profound awareness

of the issues and to have some good ideas for the resolution of problems (often to the surprise of management officers and consultant advisers). But the communities will also need confidence that the management authority and protected area are there to help them - not just to place restrictions on them or to extract more license fees, taxes, or bribes from them. They also need confidence that the risks involved with change are manageable and worthwhile in the time context of their needs (which may be very immediate). Communities need to know that their efforts will be rewarded by support from MPA managers, by provision of exclusive rights to resources under their management, and by formal recognition of their role in resource management and harvest.

Communities may benefit from organizing a village-based system to plan and manage their coastal activities in a sustainable way. They also may benefit from information on effective means to control outside groups that exploit resources unsustainably, for example, outside dive operators, outside fishers, etc. Communities also will benefit from assistance on switching to alternative resources or practices. For example, fisher people can display considerable knowledge and awareness of the state of health of their coastal resources, but they often lack suitable alternatives to their harmful practices.

Communities should participate in all stages of planning, including resource assessments, identifying problems, and defining actions to resolve them. It is important to verify their perceptions of resources with independent observations, since occasionally opinions may be based on inaccurate impressions. Communities should be also involved in final review and approval of the protected area management plan (including location of zones, boundaries and controls). The protected area should be integrated into the existing village institutional structure wherever possible, with clear definitions of community and management roles and responsibilities, and avoidance of parallel structures wherever possible. As a gesture of respect, community representatives should always be placed in the forefront of any public activities related to the planning or management - workshops, meetings with donors, media events, etc.

Generally, involvement of the community often follows these four steps:

1. **Identifying stakeholders and forming partnerships**. The first step in community-based or co-management approaches is for MPA staff to identify key stakeholders and potential participants.

2. **Community organization**. An NGO or local government unit can assist the community in identifying an appropriately trained community organizer. Stakeholders are more accessible and have more opportunities to be involved if they are organized, such as with a small pool of representatives who can attend meetings and relay information to and from the rest of the community. The community organizers can also help local community members increase their level of participation.

3. **Involve the community in the planning process**. Community participation in the early stages of planning of any activity (sustainable tourism or any other management activity) will keep the activity focused on community-defined goals and benefits, and will make the community feel engaged from the beginning. Later, ongoing monitoring/evaluation ensures that the plan continues to meet community-defined goals.

4. **Ongoing information, education and communication.** To keep a community involved and aware of what is going on the MPA and how it benefits their community, the MPA needs to have ongoing information, education and communication outreach projects to members of the local community. It is also necessary to remember that stakeholders may

change, and new stakeholders will eventually arrive who were not involved in the initial planning process. For example, a new hotel may open, a new tour operator may begin business the area, or the local or national government may reorganize. These stakeholders, too, need to be brought on board.

Key considerations during the process of community involvement

Reorientation of MPA staff may be important in helping them to build rapport with communities. Training management authority staff in participatory rural appraisal techniques, so that they can conduct socioeconomic studies, is a very useful step in improving relations between them and the community. By learning from and with villagers, they develop respect for the knowledge of the villagers, who will in turn be encouraged that management authority staff want to listen and learn from them.

A good foundation is to perform **participatory socio-economic and resource assessments** at the very beginning of sustainable tourism planning. In other words, include local residents when performing the types of assessments that we investigated yesterday. This helps people to clarify the critical issues and priorities. Participatory **surveys of local residents** are a very useful initial step; we will discuss surveys in fuller detail later today. Community members who participate in the surveys can advise other local residents and village committees on resource status during the planning process.

Be aware of differences in "**social dominance**" at meetings, which often can mask the needs and priorities of the poorer residents. The structure of any community can be quite complex, and can be masked by those whose livelihood is more secure, because they may have more time to participate in meetings, easier access to communication methods (such as email, telephones, or even transportation to meeting locations), or may be more confident to speak out. The priority issues of those who are very poor may differ from those who are better off. Careful attention to wealth and poverty profiles in the community can help identify the poorest and their priorities.

Socioeconomic and resource assessments also need to be **gender sensitive**. The resources uses and activities of men and women differ, as do their access to and control over resources, and their abilities and vulnerabilities. Resident assessments should profile these differences. Resident survey data should always be identified as to the gender of the respondent; this will allow identification of the differential opinions and impact of MPA actions on men and women.

Rapid assessments produce critical and sufficient information for immediate management decisions, but must always be calibrated and cross-checked with longer-term studies.

Whenever using rapid assessment techniques, try to validate findings by "**triangulation**" or "**cross-checking**", i.e., using several different methods to corroborate findings. Secondary sources of information, statistics, and direct observations are valuable sources of information that are independent of villager perceptions.

Useful tools for stakeholder identification and understanding include semi-structured interviews, focus group discussions, participatory mapping, surveys, and ranking. We will discuss several of these tools in detail. It is necessary to continuously monitor and modify these tools during assessments, to verify that they are yielding the necessary information in an accurate and unbiased way.

Community boundaries often correspond to resource (forest or reef) use boundaries. Therefore, conflicts with community boundaries need to be resolved early when attempting to establish protected area management responsibilities.

Interestingly, **management issues that are identified in community meetings usually do not differ markedly from those identified by MPA managers.** This is a reflection of the fact that local residents are usually quite knowledgeable about conditions in and around a nearby MPA, and that residents' actions and MPA ecosystem health are inextricably intertwined. Consequently, community-perceived issues, and their causes and solutions, can be used to define overall objectives, results, and activities for management planning.

Case Study: Lessons Learned from Tanga *(Salm et al., 2000)*

In the Tanga region of Tanzania, coral reefs have often deteriorated from among the finest in Tanzania in 1968 to wastelands of broken coral with few fishes. Overfishing, accompanied by the use of increasingly destructive fishing methods (including dynamite) destroyed these reefs and left fisher people increasingly desperate. The fishers knew the problem, but were reluctant to address it because of their need for food

and income, no matter how little, on a daily basis. Shifting to alternative livelihoods carries too large a burden of risk for these people whose needs are immediate and who live at or below the poverty level.

A program to address the needs of the local people as well as the environment was designed and implemented with the assistance of IUCN at the request of local government authorities. Once the government workers and communities had overcome their mutual suspicions and perceptions, and were able to work effectively together, the communities demonstrated a willingness and capacity to invest time and effort into dealing with difficult issues of enforcement and management.

The villagers have developed their own management plans for areas of sea and mangrove that include restrictions on harvest and closure of certain areas to establish community-based protected areas. In return, these areas and the related bylaws have been officially recognized and gazetteered by local and central government, thereby securing exclusive access for members of the community implementing management according to prescriptions they have imposed upon themselves.

This concept of *user or access rights in return for management responsibility* is a strong incentive for community participation in protected area management.

A participatory approach to management of marine and coastal reserves may require reducing the negative perceptions held by communities of management authorities, and vice versa. The communities may view the management authority staff as tax collectors, police, useless, corrupt, and indolent; while the management authority officers may view the communities as self-indulgent, ignorant and greedy. It takes time to change these perceptions and create a good relationship of mutual trust and collaboration. Creating this relationship in Tanga, Tanzania, took eighteen months and was time well-invested.

The need to build a *realistic time frame to build trust* and bring communities on board is a major lesson learned.

Other lessons learned through the Tanga program are listed on the accompanying handout.

Handout 5.1 - Lessons Learned from Tanga

Sustainable tourism and the local community

The points above apply to any management plans in an MPA, whether tourism-related or not. We turn now to sustainable tourism in particular. As we discussed in the last module, community members play an essential role in tourism. They may play many direct roles in the tourism industry, including:

- Renting land for development
- Working as occasional, part-time, or full-time staff for private tour operators
- Providing services to private operators such as food, guides, transportation, lodging
- Forming joint ventures with private tour operators, who usually provide marketing, logistics, and bilingual guides, while the community provides most services
- Operating independent community-based tourism programs

In addition, even if they are not directly involved in the tourist industry, they play many indirect roles that affect the success of any sustainable tourism enterprise. Local residents' informal interactions with tourists play a large role in making the tourists' experience a positive or a negative one, i.e. whether the tourists feel welcome, safe, and comfortable. Local landowners also play a crucial role in the ecological health of the area, especially in buffer zones of core protected areas, near beaches, around river mouths, etc. And, of course, coastal communities themselves will be enormously affected by tourism. Their homes, towns, families and lives will be changed if tourism becomes a major part of their area. To make the tourist-resident interaction a mutually beneficial one, and to make sustainable tourism a success, it is of paramount importance to understand the benefits and threats of tourism for local communities.

Discussion: Benefits & costs of tourism for communities

1. In a large group, brainstorm all the benefits and threats that tourism brings, or could bring, to local communities. Write the benefits and threats on a large poster board at the front of the room so that all participants can see them. Some benefits/threats may be generalizable to all communities; others may be specific to certain areas only.

2. Discuss your findings in a large group discussion. How can the benefits be maximized and the threats minimized?

3. Compare these to the benefits and threats for your MPA that you discussed yesterday. What are the similarities and differences between the MPA's point of view and the community's point of view? Are there areas where MPA managers, tour operators, and local communities will disagree about whether a certain effect of tourism is a benefit or a cost? If so, how can these different viewpoints be reconciled?

Handout 5.2 - Benefits & Threats of Tourism to Communities

(The handout may be passed around after the discussion so that people can then add the additional ideas that arose during the discussion.)

Key Considerations for Sustainable Tourism Development in Communities

Create partnerships. Sustainable tourism organized by local communities requires assistance and cooperation from tourism operators, who usually will have much better links to the market, better understanding of tourists' needs, and better language skills and communications.

Avoid putting all eggs in the tourism basket. Relying solely on tourism is unwise, because tourism demand fluctuates unpredictably, and because tourism alone cannot provide enough jobs to sustain an entire community. Sustainable tourism must be seen as one of several strategies in a community's development. Other important elements are: education, access to information, protected area management, and increasing economic opportunities in other (non-tourism) fields.

Link sustainable tourism benefits to conservation goals. For sustainable tourism to promote conservation, local people must clearly benefit from sustainable tourism, and must understand the link between the benefits they are receiving and the existence of the protected area. For example, many locals do not recognize that some of their income is linked to tourism at a nearby protected area.

Case study: Job-seekers in Bahia, Brazil *Christ et al. 2003*

An important side effect of tourism employment is that it may draw more people to move to the region. This is particularly likely to occur in areas of large resorts that create a great number of jobs. If the job-seekers moving to the area overwhelm the existing infrastructure, the influx can cause environmental and social damage - uncontrolled building of slums that can encroach on environmentally sensitive areas, strains on water and sewage outflow facilities, and social tensions and poverty from the resulting crowding and poor living conditions.

For example, the Brazilian state of Bahia harbors a highly threatened conservation hotspot, the Amazon rainforest. A US$400 million PRODETUR 1 project, funded by the Inter-American Development Bank from 1994-2001, focused on improving infrastructure to support tourism. 800 kilometers of highways and roads were improved, water and sewage infrastructure was improved, and over US$4 billion in tourism investment was the result. However, the project did not take into account the movement of people to the area seeking jobs in the growing tourism industry. Uncontrolled settlement of job-seekers caused private building in environmentally sensitive areas, encroachment on rain forests and mangroves, and impacts on coral reefs and other coastal ecosystems. After intense pressure from local and international NGOs and community groups, investor groups and development-oriented government officers allocated funds for conservation, particularly to focus private construction in certain areas and protect other areas. The result was conservation of 22 historical heritage sites and the beginning of efforts to conserve over 70,000 hectars of coastal ecosystems and other protected areas, including the creation of the new Serra do Conduru State Park. These lessons are being applied to new IDB projects. The overall lesson is to remember that tourism can cause unanticipated environmental and community changes that may extend well beyond the planned tourist facilities.

Case Study: Las Baulas

Presenters will discuss community involvement in sustainable tourism in Las Baulas.

Case Study: Local communities in partnership with hotels in Tanzania
A recurring theme in community involvement in sustainable tourism is the utility of developing productive partnerships between community members and other stakeholders. On Chole Island, Mafia District (Tanzania), the local village has developed a strong relationship with the owners of a small, eco-tourist hotel. In exchange for permission to build and operate the hotel, the owners agreed to contribute financial resources to priority village development projects. To date, the village has been able to construct a new market, health clinic and primary school. Other initiatives developed include English classes, a library, an oral history project, and research on the archaeological ruins of the island. The community has also developed a fee scheme to collect money from visitors to the island. The revenues from this initiative are channeled into a community development fund under the auspices of two annually elected committees. Indeed, both the hotel and local community are benefiting from this strong relationship that has been growing over the past eight years.

In Ushongo, Pangani District (Tanzania), the three beach hotels have entered into an agreement with the local village. Two of the three hotels formally agreed, when acquiring land titles and building permits, to channel a percentage of their revenue to the village for priority projects. The third hotel, while not required as part of a formal agreement, has agreed to participate in this scheme as well. It was agreed between the village and hotels that the money would be used for the improvement of school facilities in the village. However, the money is provided to the village in cash and therefore it is difficult to monitor its end uses. A few minor obstacles still need to be overcome in order for this partnership to be a success, such as the issue of providing revenue during the low season, the investment in road maintenance by the hotels, and the exclusion of the District authorities in this arrangement.

From these two mini-case studies, it can be concluded that building and maintaining strong relationships can take many years and require continuous efforts from both sides. It is important that as many details as possible, both large and small, are dealt with as early and as openly as possible to avoid potential pitfalls in the future. Last, building and maintaining a strong relationship between hotels and local communities is a long and continuous process, but one that can be greatly beneficial to both parties.

Source: Tanzania Coastal Tourism Situation Analysis, 2001.

Case Study: Malpelo
Presenters will discuss models of stakeholder-designed sustainable tourism programs in Malpelo.

5.2 UNDERSTANDING OTHER STAKEHOLDERS

The local community is an essential stakeholder, but it is not the only one. We will briefly consider here several other major stakeholders. You may think of more types of stakeholders that apply to your own area. The tourism industry and the role of government will also be discussed further in later modules.

The role of government
Although tourism may be driven by the private sector, government policy instruments, such as requirements for environmental impact assessments (EIAs) and management plans, can be extraordinarily effective in ensuring that development takes place in an appropriate manner. In many biodiversity hotspot countries, tourism destinations are under the influence of various governmental agencies, whose mandates include culture, historical heritage, parks, coastal

protection, economic development, fisheries management, and forestry. Smooth coordination among these departments and coherence between tourism policy and other government policies, including biodiversity conservation, are not always the rule, and therefore different policies may undermine rather than support each other.

National governments usually set the framework for tourism development and biodiversity conservation through policy and legislation. Some examples of these include

- **Laws and regulations** defining standards for tourism facilities, access to biodiversity resources, and land-use regulation and zoning. This may include requirements for environmental impact statements (EIS's) before development.
- **Infrastructure** design, development, and regulation (water, energy, roads, airports, etc.).
- **Economic instruments** defined in policy, such as incentives for sustainable tourism investment and the creation of private reserves.
- **Standards for health and safety**, including quality controls and regulation of business activities; these are aimed at protecting consumers and at meeting the needs of residents—including traditional communities and indigenous people—and protecting their lifestyles.
- **Establishment and maintenance of protected areas** and conservation corridors of interest to tourism. Managers of public protected areas often are the most effective players for conservation benefits from tourism development.
- **Allocation of tax revenues** for the protection of biodiversity-based tourism attractions, such as national parks and reserves.

At the destination level, **local authorities** are often responsible for implementing policies regarding tourism and biodiversity conservation. Local authorities are well placed to negotiate between the various interests of local and outside entrepreneurs, civil society, and national government agencies, and they hold essential regulatory and zoning mandates that allow for the enforcement of guidelines and standards. On the other hand, the capacity of local authorities to manage this complex and fragmented industry effectively, and to ensure its positive contribution to local strategies for sustainable development, is dependent on whether local policymaking is coherent with national policy instruments and agencies.

In many transitional and developing countries, governments may also play a direct role of tour operators and hotel managers. either to try to jump-start quality standards or to generate revenue. For example, Suriname has a government-run tour operator (METS) and there are similar state-run tour operators in China and Vietnam.

Case study: Pressure on government in Cancun, Mexico
Governments do not always enforce their own regulations, of course. For example, the Mexican government was criticized for "overlooking" zoning regulations and other developmental control mechanisms in the massive tourist developments at Cancun. Recently, however, with considerable pressure from outside sources, the government halted construction of a resort complex on land owned by the developer because of its proximity to a sea turtle nesting area.

The role of the tourism industry

As we have seen, the tourism industry is a massive industry. It is considered to be the biggest industry in the world. It consists of an enormous number of small and medium-sized enterprises, and also includes large multinational corporations that control an increasing percentage of the overall market. In Europe, for example, five companies control over 60% of organized outbound travel (i.e. tourists who travel on pre-planned tours).

Who is the tourism industry?

The mechanics of international tourism require a complex set of arrangements to enable tourists to choose a destination and then to actually get there. Travelers may interact with a chain of businesses including: travel agents, who contract with outbound operators (in the tourist's country), who contract with inbound operators (in the destination country), who in turn may contract with local service providers. Traditionally, local service providers only enter this chain at the end, when the trip is already underway. However, adventurous travelers often now connect with local service providers directly via the internet, particularly if the local providers are featured in travel guides (such as Rough Guide, Lonely Planet, etc.).

Outbound operators play a critical role - they can ensure a steady flow of tourists and can influence consumer choices, often even determining how much tourists will pay. However, outbound operators do not live or work locally, and do not have a stake in sustainability in any particular area. This is particularly true of the multinational corporations - if poorly planned tourism causes environmental conditions to worsen in a particular area, they can simply shift to another area. Many also remain unaware of the environmental and cultural impacts of their activities. However, some major travel companies have recognized that promoting conservation and sustainable development can maintain the cultural and biological integrity of the places they visit, enhancing the quality of the product they are selling and improve their reputation and their repeat business.

A significant recent development has been voluntary environmental initiatives by hotel chains, tour operators, etc., including green certification systems, conservation awards, and "ecolabels". Thus the tourism industry itself is taking matters into its own hands to improve sustainability. (We will discuss this further in later modules.) Connecting with these networks of tour operators can put MPA managers in direct contact with members of the tourism industry who are already interested in sustainability, and who may be enthusiastic about working with your MPA in a sustainable manner.

Including tour operators and tour developers in your planning

Implementing sustainable tourism is a very costly and challenging venture. Success is more likely if the tourism industry is part of this process from the beginning. Therefore, tour operators should be considered as key stakeholders who can be essential to the success of the whole project. The experience of a private tour operator or tour developer is invaluable and can provide essential information such as:

- Information about the potential market
- Advice on visitor preferences for attractions, lodging, food and transport
- Marketing
- Providing services to facilitate visitor access to & appreciation of the site
- Training of local guides and entrepreneurs
- Investing in a local sustainable tourism operation
- Operating a sustainable tourism operation

How the tourism industry traditionally develops a tourism destination

It is useful for MPA managers to understand how conventional tourism moves into a new area, since some of the same steps can be co-opted for use in sustainable tourism development. In

2001, UNEP reviewed 12 case studies of tourism resort development in various ecosystems in order to investigate how decision-making affects biodiversity. On the basis of this analysis, the process tends to unfold as follows:

1. Local team formation. A group of local investors, often owning biodiversity-rich land, team up with potential resort builders and hire professional intermediaries called developers, whose role it is to bring together all resources and players that will determine the feasibility of the resort.

2. Seeking outside investors. The developers look for outside private investors and examine the interest of partners such as tour operators and air and cruise carriers, based on perceived market potentials.

3. Seeking support of local & national government. The group contacts local and national government, looking for support such as:
- infrastructure (free land, airports, roads, water supply, sewage/waste management, etc.);
- flexible land-use regulations (appropriate for clusters of resorts);
- tax breaks and incentives; such as soft and subsidized loans; and
- attractive public land or parks that could be the base for tour products.

4. Constructing facilities. Once funding is in place, the resort is built. This can occur with or without an environmental impact assessment, depending on local regulations. Unfortunately, the UNEP report points out that decisions about siting, design, technology, and product development are often made only from the perspective of corporate efficiency and customer relations; community expectations and conservation of local and regional biodiversity are not usually considered.

This process is also sometimes initiated by local politicians and/or investors who pressure the government to offer support and then attract outside investors. Trade associations (representing tour operators, hotel chains, and air carriers, etc.) are often partners in lobbying government, whose driving interests are often purely job generation and future tax revenue, but without a sustainability focus. In some cases, tourism development is financed by multi- and bilateral development agencies, under subsidized development aid loans. The terms of these loans may or may not be supportive of biodiversity conservation, however.

Understanding this process can allow MPA managers to communicate better with members of the tourism industry, and to use some of the same steps in MPA sustainable tourism planning - but with more emphasis on conservation and involvement of the local community.

The role of the tourist

The tourist is the ultimate actor in making sustainable tourism a reality. If tourists do not choose to come to the MPA, or are not willing to pay fees to support sustainable tourism, the project will fail.

Attracting tourists to sustainable tourism at MPAs usually involves two factors.

1. Communicating to the tourist that the MPA exists and what its attractions are. This is where the marketing experience of experienced tour operators will be essential. Getting the MPA listed in major travel guides such as Lonely Planet, Rough Guide, etc. is also helpful. (We will discuss marketing in later modules.)

2. Encouraging the tourist to patronize sustainable tourism rather than conventional tourism. The tourist may need to be willing to pay higher fees to visit a site that is sustainable, rather than attending a similar tourism experience elsewhere that is less environmentally friendly. Fortunately, surveys of tourists have shown that, in general, though tourists primarily want to relax when on vacation, they do *not* wish to do this at the expense of local people or their environment. As we saw yesterday, several European surveys indicate that tourists are willing to pay up to 5% more (of their entire trip budget), e.g. for such extra costs as MPA entrance fees, if they know that the extra money will support the local environment and the community. However, tourists, like everybody, have limited budgets, and there does come a point past which an excessively high fee will turn tourists away.

Travel guides, magazines, and newspapers can make huge contributions to raising consumer awareness about critical issues facing the tourism industry and help to stimulate a demand for change. For example, *National Geographic Traveler* magazine routinely highlights issues of sustainable tourism and profiles tourism businesses that are leading the way in implementing sustainable tourism practices. Audubon magazine has developed a "Tread Lightly" code of conduct for travel in natural areas. Reaching out to particular market segments of tourists who are interested in sustainable tourism may be more beneficial than advertising widely to a mass market.

Exercise: Identify stakeholders

Above we have discussed local communities, and briefly reviewed some other major categories of stakeholders. Let's now discuss and identify the specific stakeholders in your own area.

- *Discuss and identify the threatened resource(s) in your MPA, and review the tourism vision developed in module 3.*
- *Identify as many "stakeholder" groups or individuals for your project as you can, and list them on your worksheets. Also discuss the role each stakeholder might play based on his/her interests.*
- *Use the colored circles provided by your instructor to represent different stakeholders or stakeholder groups. Match circle size to the relative interest of the stakeholder. The larger the circle, the greater the interest.*
- *Glue circles to the flip chart paper provided by your instructor.*
- *Present your findings to the whole group. Each group will have 10-15 minutes to present.*

5.3 OBTAINING INFORMATION FROM STAKEHOLDERS

So far, we have discussed the roles of major stakeholders. Here we'll look at two information-gathering tools that can be applied to any stakeholders: focus groups and resident surveys. We will discuss them here in the context of the stakeholders in the local community.

Stakeholder focus groups

A focus group is a meeting with a small number of individuals who are asked to give their opinions on a number of questions (sometimes written in questionnaire or survey form) with some group discussion of each question. Basically, ***a focus group is a structured interview that is done in a group***. It is an efficient way to learn about the activities of various groups and organizations, understand how they could contribute to sustainable tourism, and elucidate the relationships among them and their likely opinions on sustainable tourism. The key objective is to create a rapport with these representative groups to discuss the challenges and opportunities of developing and sustaining tourism projects in the area.

A good focus group size is ten or fifteen people, representing a wide variety of the populations' interests, and also representing viewpoints on both the negative and positive aspects of sustainable tourism development. Stakeholders should represent the full range of institutions and organizations active in the locality, and also should include some individual residents. Where possible, try to include those individuals who have the respect and confidence of the community, are knowledgeable, and can engage in discussions on tourism development and sustainability.

Examples of people to invite to focus group:

- Members of the local municipality
- The academic community
- The private sector
- The farming community
- Transportation authorities
- The scientific community
- Culture and arts associations
- Tour operations, hotels, restaurants, nightclubs, and bars
- Respected local leaders like elders, church leaders, schoolmasters, teachers, and community political leaders.

Exercise: Who would you invite to a resident focus group?

In small groups, discuss who you would invite to be in a focus group in your community. Be as specific as possible. If you can't think of specific individuals for some categories, who could you ask to recommend an appropriate person? Write down a list of names - you can use this list in the future to arrange an actual focus group.

Hosting a Focus Group

Hosting a focus group is usually the responsibility of the planning team - the core group of (often) 3-5 people who are taking the lead on the entire planning process. The planning team starts by introducing themselves and describing of the planned assessment work. Each person should be asked to introduce himself or herself and briefly describe the activities of his/her association. The planning team should then present its motivations, explain to stakeholders why this is an important meeting, state clearly what the objectives are, and explain what they would like to achieve.

The planning team then asks the group questions, working from a pre-planned list of questions or from a questionnaire handed out to the whole group. Participants each give their own answers, and the whole group discusses each question briefly. It is important for all members of the focus group to be given a turn to state their opinion. It is also essential for the organizers to stay neutral, listen to the others, and try to understand their viewpoints. While it may be appropriate to provide information, it is not a time to try to argue with the participants or to try to sway them to change their opinions. The purpose is to uncover what the participants currently think, and to make them feel that they are being listened to.

A good focus group process will engage the audience and reveals issues and concerns that the community may have regarding tourism development, natural resources issues and socio-

economic and cultural priorities. One or two members of the planning team should take careful notes of all the major points raised (positive and negative) and who raised them.

Handout 5.3 - Sample Focus Group Questionnaire

Exercise: Mock Focus Group

Break into two groups and conduct a mock focus group as described in the Focus Group handout. Partcipants may wish to role-play as different stakeholders – fishers, hotel owners, local residents, etc. Use the questions in the handout as a basis for a mock focus group questionnaire. You may wish to change the questions or add questions of your own.

At the end of this exercise, you will know how to run a focus group, and will have a list of questions to ask and a list of people to invite.

Resident surveys

A well-planned resident survey will provide a snapshot of residents' socio-economic situation and attitudes towards the MPA, conservation, and sustainable tourism development. In addition to understanding how much and what kind of tourism is desired, it can help the team understand residents' livelihoods, their relationship with natural resources in the area, and how tourism may be structured to foster socio-economic and environmental priorities.

Who Should be Surveyed?

In most cases, surveys are conducted on a randomly selected sample of the whole population. This may be done directly by going from house to house or by choosing highly frequented areas – markets, street corners, etc. – and asking every second or third passer-by to answer your questionnaire. In some locations surveys can be mailed or done by phone.

For your sample population to be representative of the entire population, ***you will need a sufficient sample size, and you need to ensure that your sample is representative of the whole population***.

Fortunately, in most instances a complex calculation for determining sample size is not usually needed. A simple rule of thumb is that for populations larger than 2,000, use at least 385 surveys to accurately reflect overall population trends. To make sure your sample is representative of the whole population, be sure that every member of the population has an equal chance of being selected. For example, if you are surveying people in public areas, use several different areas in the community. Otherwise, if you survey at only one location, you may get a biased sample, i.e. all respondents happen to belong to the same family, or same income level, same profession, etc.

Key considerations for resident surveys:

- Some communities prefer to make decisions by consensus. If this is the case in your destination, you may need to survey all households. This is called a household-based census.
- If you have some respected people in your destination whose opinions are traditionally deferred to, such as elders, include them in your sample.
- You may have people who live outside the local area who are still considered community members. If you feel it is important to include them in the survey, add their names to the list from which you draw your sample.

- Include marginalized groups. They are often critical to understanding resident life. For example, written surveys will miss any segments of the population that have low literacy; and phone surveys may miss low-income residents who do not have telephones. Be sure poor villagers, low-status ethnic groups, etc. are included in your survey, because they too will affect the success of sustainable tourism in the community.
- It is advisable that only outside help or members of the original Assessment Team conduct the resident survey. If local people do this, the results may be less objective due to personal interests.

Designing the Survey
Survey design can be difficult, and if possible the assessment team should hire an outside specialist in surveys. Choice of questions, and their phrasing, is critical. Questions need to phrased neutrally without "leading" the respondent to a certain answer. Consider also the order of questions and the length of the survey. A response to a question may be affected by the topics presented in previous questions, and questions near the end of a long survey may get less attention than questions in the beginning. Finally, consider exactly how the results will be analyzed - this will clarify how to structure the survey.

For ease of tabulation of results, survey questions should be multiple-choice, yes/no, or should use a scale of agreement to a statement, such as Strongly Agree, Agree, Disagree, Strongly Disagree, and Undecided. Your team should discuss what these answers mean and how they should be interpreted.

Handout 5.4: Sample resident survey.

This handout contains a generalized survey with a large bank of sample questions. An actual survey should be short enough for residents to complete in half an hour or less.

Interpreting and analyzing surveys
The first step for the Assessment Team is to compile the data collected either automatically with a computer program or by hand. Someone familiar with computers and spreadsheets can design a simple data entry and analysis program, or you can also use programs such as Excel, StatView, SPSS, and SAS. Check accuracy of data entry at the beginning of the process to correct mistakes early.

Analysis of questionnaire data by hand is relatively simple. Responses to questions can be tallied up and percentages calculated to determine average response rates. For example, if the number of people who answered the question is 200 and the number of those who answered the specific response for "Strongly Agree" is 50, the percentage of people that "Strongly Agree" to the particular question is 25%. Since the questionnaire is designed to be easy to interpret and analyze, hand tabulation of the data should not be a problem. It is, however, slower than using a computer program's more complex correlations which can give more detailed analysis such as "of the 25% that Strongly Agree, 80% feel tourism needs to be better planned."

Other points to consider:
- What are the characteristics of those surveyed?
- Do they represent the larger population?
- What is the general response of the people surveyed? Are there any questions that generated responses that are overwhelmingly positive or negative, or are all the

responses somewhere in between?
- Are there any obvious correlations between different questions?

Exercise: Designing a resident survey

In small groups from each site, discuss the most important questions that should be on a resident survey for your area. Write them down, or mark on your handout which questions you would like to use. You can use these questions when you return to your site to perform an actual survey.

5.4 COMMUNITY MAPPING

Handout 5.5 - How to conduct community mapping

What is Community Mapping?

Community mapping is another tool for gathering information from stakeholders, this time focusing on the geographic relationship of resources in the community. In community mapping, stakeholders draw an illustrated geographical map to show the location of tourism and community resources and supporting infrastructure. This can help the team determine any gaps that need to be addressed. The process involves:

- Meeting with local stakeholders to draw a map that identifies where resources, activities and opportunities are located;
- Determining specific problem areas and potential for improvement;
- Open and intensive community discussions on tourism resources, activities, potential problems, and opportunities.

The resulting map shows the Assessment Team and stakeholders where tourism resources, activities, problems, and opportunities are located; the dimension and scope of issues – social, cultural, economic – and their relationships to biodiversity. It helps in understanding the boundaries and characteristics of the community involved or targeted for tourism development.

Community mapping is most effective in areas where there is clear potential for tourism development and where the Assessment Team has an opportunity to have a general meeting with the majority of community representatives.

When planning a community mapping project, allow at least six hours.

Advantages of mapping

Community mapping has two major advantages. First is the map itself - it clearly shows where resources, activities, problems, and opportunities are located, as well as the dimension and scope of issues to be investigated. It verifies and expands upon the information collected in preliminary evaluations, and it adds details on specific characteristics – slope, drainage, vegetation, water, soils, and other resources.

Second, the discussion process of drawing the map usually elicits a wide range of additional information from participants. Discussions sometimes elicit issues that date back as far back as the oldest local residents' representatives can remember, or were told by their parents and grandparents. The discussion is also a good opportunity for the planning team to ask community representatives about previous tourism trends and traditional community responses, the residents' perceptions of that industry, etc.

Drawing conclusions from a mapping meeting

It is crucial that the planning team notice, and note down, the topics, opinions, comments and reactions of all participants in the meeting. These discussions will indicate what people consider socially, economically and environmentally important. The direction of the discussions is significant; even if people's perceptions may be inaccurate, they may still show how the community views their situation. The very process of discussing the map items – location, impact on infrastructure and other services – will bring out important resource management issues that will help to prepare the community for sustainable tourism planning.

Exercise: Community mapping

In small groups from each site, conduct a community mapping project on acetate overlaid on the main map of the MPA. Mark down the locations of traditional community use of resources, and traditional boundaries, e.g. for fishing, land, or water rights.

(This will be a preliminary map, since you do not have all the relevant stakeholders with you to consult with. A full community mapping meeting should still be carried out once you return to your site.)

Community mapping may reveal some of the same resources, infrastructure, and other features that MPA managers can map on their own using the Attractions and Infrastructure inventories studied earlier. However, it will also often include additional information on historical community use of those resources – current fishing areas, traditional boundaries, historical areas of different fisheries, etc. Furthermore, community members usually have further information about attractions, infrastructure, and accessibility that may not be known to MPA staff.

5.5 COMMUNITY-BASED MANAGEMENT

It should be amply clear by now that a community-based participatory approach is fundamental to a successful MPA. Local community members who are dependent on coastal resources are often the most committed and conscientious trustees of those resources if they receive direct benefits from their efforts. In the preceding sections we discussed the community's role in sustainable tourism, the roles of other stakeholders, and several tools that can be used to gather information from stakeholders. These are just the first steps in an ongoing process of community-based management. We will close this module with an overview of the basic principles of community-based management, some of which will be review from previous days.

Involving the public in the planning process helps a planning team to:

- Learn about public concerns, issues, expectations, and values

- Educate people about the planning process, issues, and proposed management action
- Learn about the values placed by other people and groups on the same resources and visitor experience
- Collect data and validate proposals (e.g., information on public values and issues, on how people use a park, on existing and desired conditions, and on the acceptability of proposed indicators, standards, and management actions)
- Define the range of alternatives
- Build support among local stakeholders, visitors, government, and others for implementing the plan

Developing a public involvement strategy is one of the planning team's first tasks. The strategy should outline opportunities for public involvement throughout the planning effort and should be carefully and systematically designed as part of the decision-making process. The public and the planning team should exchange information and ideas throughout the process, not just after decisions have been made. When this does not occur, public comment is likely to be received either too early or too late to be usable, or it may fail to focus on the critical issues.

The public needs to understand how their input will be used, how decisions will be made, and the consequences of potential management action. There should be a link between public comment and decision making, or the public will see no reason to participate.

The success in implementing a public involvement strategy depends upon pre-planning and preparation. For each element in the plan it is important to know *why* the team is involving the public, *what* needs to be accomplished, and *what* information needs to be exchanged between the Park Service and the public. Only after these questions have been answered should the team determine which public involvement techniques would be most appropriate. The timing of public involvement events should be sensitive to the amount of information generated and the decisions made since the last time the team interacted with the public.

The planning team may need to actively solicit the views of some groups that might not otherwise participate and may need to explore alternative forms of public involvement that are sensitive to the groups' needs and culture. It is important to involve as many people, organizations, and agencies as possible that may be affected by or have a stake in the outcome of planning and implementation decisions. All groups and individuals should have equal access to information as well as equal opportunities to interact with the planning team.

Good planning ensures that everyone who has a stake in the outcome of a decision understands and can accept the decision as it is being made. To achieve this objective the public must be convinced and understand that:

- doing something is better than doing nothing
- the planning process is reasonable and fair, and not predetermined
- MPA managers are truly listening to the public
- MPA managers are trying to minimize hardships while still solving the problems

Three Management Approaches

All management strategies consistent of either a top-down, bottom-up or combination approach.