Sustainable Local Planning in Tourist Destinations: The Role of Stakeholders — Punta Arenas' Case

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Abstract: This work analyzes the role of stakeholders in tourism in the tourist destination Estrecho de Magallanes, but mainly in the city of Punta Arenas, major center of the tourism activity due to its condition of capital city in the region of Magallanes and Chilean Antarctica. The research work allowed knowing the current situation of the destination with the aim of knowing what is being done with the participation of the key stakeholders of tourism to reach a sustainable development. The results indicated that sustainable tourism is relevant for people; however, through the years this has not resulted in concrete actions allowing the ongoing collaborative work needed to reach sustainability. Thus, the analysis of the destination shows an emerging tourist activity, which cannot leave behind its reactivity with the challenges this complex activity, pose. The opportunity the results propose lies in, mainly, generating actions where the recipient community of the tourist activity, the stakeholders, involves more; starting with the definition of what organization should lead this sustainable planning process of the destination.

Key words: stakeholders; sustainable development and planning; collaborative work; locals

JEL codes: O200

1. Introduction

The supply in the destination of the macro zone Estrecho de Magallanes is mainly based in nature and adventure tourism activities in the tourist interest's sites. Punta Arenas consolidates as the major center of the tourism activity due to its surrounding natural resources, location and infrastructure that allow visitors to access other destinations and important tour attractions within the region, Inostroza (2012).

The aim of this work was to analyze the participation of the stakeholders towards a sustainable tourist development in the destination.

From the latter, these objectives were also considered:

- Know the current situation of the city of Punta Arenas to identify what is being done in this matter.
- Develop proposals with actions that can allow the destination the sustainable development in a short, medium and long term with the participation of the stakeholders.
- Design a measure plan that can contribute to raise awareness about the importance of cohesion among the participants of the tourist activity in pursue of the benefit to everyone through the dissemination of

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this work.

It is of great importance to know the current state of the work with the key players of the industry in tour destinations. The possibility to be involved in the development of economic activities is not very common, but considering the empowerment of citizens and the demand of tourists this situation becomes more than necessary and poses a challenge for destinations. It is really relevant to review the participation of the receptive community, not only in developed countries, but also, in countries where tourism is part of the economy and invigorates its politic, social and cultural structures, taking into consideration that today most of the studies about citizens participation have been carried out in English-speaking countries. These evidences a lack of consideration of communities in the tourist development of developing countries, according to Monterrubio (2009). Based on that, proposals have been made to reach destination sustainability and an action plan to raise awareness and get cohesion among the participants of the tourist activity.

Today, there is not tourist planning in the destination. A detailed planning considers the locals and the entrepreneurs who take part in a space according to De Alcántara & Veroneze (2010), and thus it should consider local aspects respect social-economic and cultural features of the destination. Traditionally tourist planning considered the adjustment between supply and demand. It supposed the success of the activity. It has changed today where the involvement of local community and its relationship with the environment is evidenced. Tourism has evolved and, with it, the planning models, Merinero, Betanzos & Dorado (2013). According to Vaquero, Pascale & Ercolani (2003, p. 78) the tour plans must be based in fundamentals issues such as "reaching the social wellness of community, *preserving the resources and keeping the environment balance, combining development and sustainability*".

To develop a plan in a tourist place we must consider what the WTO (cited in Jiménez & Jiménez, 2013) says about the different levels it must be done, from the more general planning to the more detailed planning. Therefore, to plan the tour activity in a town there must be at least a regional and a national planning. Local planning considers a spatial planning, urban plans and zone-integrated plans in the tourist sites and it can be applied to the special interest tour programs and rural tourism, as they are of local interest. In addition, actions included in local planning such as training and education of human resources in topics like tour information, commerce management and other administrative functions are considered.

It is evident then, that planning is of great importance for the tourist activity and today it is inconceivable the development of tourism without it. Even more, the WTO (cited in Miralbell, Arcarons, Capellá, González & Pallás, 2010) points out that without integral planning tour destinations cannot be successful in tourism management or reach development in tourism.

One of the major challenges tourism planning faces is that destinations inhabitants are comprised of diverse groups having their own identity and interests. These groups become important, as they are able to organize and generate arguments for their interests, which arise according to the opportunities tourism offers over time. Attention must be paid to the generation of management mechanisms that can attend to the demands that require immediate solutions so the more long-term planning processes are not altered, Queiroz, Gándara, Martins & Poli (2011).

Generally, tourist destinations use resources and focus in developing an instrument usually called Tourism Development Plan. This planning, then, is generated to seek issues such as advantages of the destination due to the high competitiveness present currently in the industry worldwide. The planning is developed based in objectives and actions having as a support real tour destination potential. It is impossible to elaborate a plan based in

assumed resources the destination does not have or are difficult to exploit. Therefore, before determining those objectives and actions a diagnosis of the available resources in the destination must be carried out. Once these resources have been identified, the people in charge of the development of the tourist activity must generate the products and services, which have to take into account quality and excellence. Every plan shall be flexible, since evidence respect demand trends shows that interests and needs of tourists change fast. In addition, planning must the basis to make decisions respect the development of the activity in the destination, consequently actions can be determined as for instance, the segment or segments to consider for the development of tour products and services. On the other hand, it must be pointed out that planning, as the product Tourism Development Plan, does not consider a standard or model to follow, this must be based on, as mentioned before, in the destination's own features. Lastly, this planning has to seek the attainment of positive effects in the economy and the society where the activity is developed. These are aspects of the sector's sustainable development.

Having a good plan of the territory entails also giving the activity sustainable characteristics, which means that tour attractions and venues of tourism interests are not going to be altered and future generations could enjoy them as well.

Rivas & Magadán (2012) say that sustainable tourism allows the development of the activity in an area for a long period without affecting the community's capability of satisfying their own needs or of future generations. The communities' initiatives are looking for giving an important territorial component to the economic and social development, without neglecting the ecological and cultural matters, which at the end will allow a sustainable and balanced territorial development to a greater scale, Monteserín (2007).

In 2015, the United Nations General Assembly approved the Sustainable Development Goals agenda, which pretends to reach by 2030. Tourism has a direct relation with some of them, for instance: Decent Work and Economic Growth, Responsible Consumption and Production, and Life Below Water (related with the oceans and seas). It is necessary to mention that the tourist industry can contribute directly or indirectly to reach the rest of them, WTO (2018).

Tourism in that case, has a lot to say regarding sustainable development. It is known that for more than fifty years tourism produces economic benefits and contributes to enhance the quality of life of the people living in the territory where it develops. However, this same territory and receptive societies suffer from the impacts common economic statistics do not consider. In addition, taking into account the different definitions of the terms Sustainable Tourism and Sustainable Development, it is evident that each of them refers to economic growth, environment protection and equal distribution of benefits this activity produces and that they are the core idea of sustainable tourism development, Castro (2005).

According to Ortiz, Camargo & Marcané (2009) sustainable tourism also implies to push for a change in the society's organizational culture. Because of this, the concept of organizational culture for sustainable tourism is born. The authors define it as the combination of values, rules and shared way of thinking coming from the learning resulting from the activities generated in teams. It produces a behavior that permits the inhabitants to carry out a sustainable tourist activity with the corresponding efficient use of natural and sociocultural resources, which results in a good economic profitability.

Tour destinations are territorial spaces having resources. Most of destinations are located near natural resources used by tourist activities and in a lower scale, urban resources are also used. The territory must have statutes that allow a collective, rational and balanced used of it. The statutes are mainly prepared by public organizations and currently the participation of private organisms is considered.

According to Fernández, Pardo & Cocero (2007, p. 382), the spatial planning can be defined as:

"(…) a rational and integrated process structured in two main goals. The first of them, based in knowing the area and the socioeconomic activity developed there. The second one, proposes a determined distribution of the economical activities in the territory (…) ensuring the achievment of the preset objectives".

Spatial planning in tourism considers tourist resources use available in the destination and likely to be used in tour activities. Authors do not fully agree respect the definition of resource. For the tourism industry solely, a resource is the one that can attract alone, or in combination with other resources, tourists seeking for leisure activities. Once those resources have been identified, the different products belonging to the tourist destination supply can be generated. From this, it is necessary to have a deep and methodological analysis to reach the highest accuracy (Andreu et al., 2005).

As an important part of the territory, in terms of administration, of our destination is urban, we searched of what literature says about sustainable tourist activity in cities. Some authors indicate that urban tourism is the one which interest is to appreciate culture being generated or generated there. However, how can we match sustainability to this type of tourism, which develops mainly in urban areas? According to Pérez (2004), when analysing the sustainability pillars, we can say then that, respect the environment pillar, cultural tourism is sustainable when aspects such as the state of the pieces of art in all its expressions: monuments, buildings, fountains, sculptures, etc., are protected. Undoubtedly, the income generated by it shall go to their conservation and maintenance. Respect the economic aspect; it is a type of tourism profitable enough. This generates incomes through the expenditure produced in the souvenir shops, commerce in general, etc., which means more employment and earnings for the destination or city. Considering the social aspect, it refers that many times there is not a research about the psychological burden of the visited places, which may result in a negative perception generated in tourists feeling about the destination. This also affects equally to the locals who would want to enjoy of these sites in the city. This is today known as tourism phobia. The municipality's interest, therefore, will be to favour the experience over the economic interests that it may have. Freeman initially coined the term stakeholders in his book *Strategic Management: A Stakeholder Approach* of 1984 cited by Morales & Hernández (2011). He referred to the person or group of people who are affected or may be affected by an activity and who are, therefore, included in any strategic planning and of a company management in any economic field as they represent an essential group to reach their own goals. Authors such as Beritelli (2011), mention a cooperation behaviour that take precedence to plan the tourist activity among the different stakeholders of the industry. For those cooperation behaviours to be valid, it must be based, at least, in a strategy that can maximize the advantages of the destination. The stakeholders need to consider that cooperation emerges in an institutional context with different rules and regulations, where the resources supplied by one and another are different and it can be convenient if during the process the costs are minimized. It then implies to obtain a reward and reputation as it happens in a social context where the stakeholders have to make an effort to reach that.

The Global Code of Ethics for tourism adopted in the General Assembly held in Santiago de Chile in 1999 says, in its article 3, that Tourism is a factor of sustainable development and it considers guidelines to reach that with the participation of the agents of tourism development through planning and managing of the activity. Article 5 says that tourism is an activity that produces benefits to countries and communities of the destinations and give guidelines pointing to how community representatives' participation shall occur and how tourism policies shall be arranged to ensure locals' wellbeing in the destinations. There is a very important advice respect the measurement

of the impacts the activity generates or may generate and to the availability of information from the side of authorities, professionals, and investors. In addition, article 6, deals with the obligations of agents of tourism development proposing guidelines towards openness with visitors, cooperation among public officials and prompt delivery of clear and true information.

It is, then, of great importance, according to Galán (2010, p. 26), for stakeholders evidence their "…capability of self-organization respect the supply that can ensure the transversal participation of economic and social agents involved in the tourism activity in the territory which will be perceived as tourist destination by the visitor.". Only through this type of organization in the territory, the supply could reach markets that, individually, would be unattainable.

2. Materials and Methods

In the context of sustainable planning in destinations, we can consider to Pimentel (2016) who, in his work, describes the ODIT method. One of the main aims of this method is to carry out a tourism planning. Among two of its characteristics, which contributes and can be applied in all tourist destinations, are the promotion of a dynamics that considers the development of the planning, in a collective and sustainable way, and because of the characteristics of tourism that involves many different stakeholders, it should be a mediator entity organizing the planning process. This entity has to be external to the destination, preferably. In addition, in second place, another characteristic that can be applied in all destinations is a methodological framework and indicators elaborated specifically for tourism that can lead the process of having a major, deeper, accurate and with detailed knowledge, of the current state of the industry.

Zamora, Castro & Marín (2013) state that the sustainable tourism development is becoming chimera as it is presumed that the solely conjunction of stakeholders would have as a result a better competitiveness and enhanced sustainability in the industry. However, they say that sustainability poses challenges beyond obviousness, which are not dictated by the market forces.

To determine what really happens in the destination regarding the participation of the significant stakeholders of tourism, the used methodology for this project is based in the consultation of secondary sources of information, such as studies and publications of authors dealing with stakeholders of tourism, sustainable planning, sustainable cities, tourism development, public-private cooperation, local planning and management. In addition, the project considered consultation of official statistics, reports, websites and information generated by public or private organizations related with tourism to analyse what has been done regarding their participation and to identify who really are the stakeholders. This work also considered primary sources of information through semi-structured interviews to know the level of participation and to obtain qualitative data of the topic developed.

Considering what different actors state, the qualitative and quantitative research techniques have their pros and cons. Gutierrez (2013) says that quantitative research gives greater reliability of the results, as they are it is based in pre stablished schemas and models. The qualitative research tries to observe the meanings people give to their actions and/or experiences. This work adopted a methodology combining both techniques, qualitative and quantitative, considering the complementary articulation form that involves a thorough observation of a research project through them which allows to have a mayor validity of the results.

To collect the data from secondary sources the Registro Nacional de Prestadores de Servicios Turísticos of the Tourism Board in Chile (Sernatur) was used. There are 505 businesses and tour services providers based in

Punta Arenas, and that offer or not products and services in the same destination. The identification of the stakeholders considered also public organizations related or have had a relation with the activity in the destination. Among them, we can mention, for instance, the Municipality of Punta Arenas, the regional office of Sernatur, the Regional Secretariat of Economy, The National Forest Corporation, the Economic Development Agency (Corfo), the Technical Cooperation Service. Together with them important stakeholders of the academy were identified such as the University of Magallanes, a public organization, and the private educational institutions Universidad Tecnológica de Chile, INACAP, and the Centro de Formación Técnica Santo Tomás.

To start the analysis of the participation of the stakeholders the Sernatur's Regional Plan of Action 2014-2018 was consulted, where the implementation of Patagonian Tour Routes, the Punta Arenas' Tour Destination Node and the Punta Arenas' Gastronomic Route Node with the participation of all of them are declared. In addition, the Municipality Tourism Program 2017 report was checked.

Corfo contributed to the creation of the Estrecho de Magallanes Node that congregates 15 tour businesses ranging from accommodation, museums and tour operators. The same entity created in 2016 the program Transforma "Magallanes Experiencia Antártica" aimed to develop sub Antarctic and Antarctic experiences, the link between academy-businesses (research & knowledge transfer), articulation and coordination of destinations and the enhancement of them.

To collect data from primary sources of information, one of the tools used was an online questionnaire available for three weeks, from June 6 to June 25 of 2018. The idea was to take advantage of its characteristics like reduction of costs of the fieldwork, faster data collection, and its flexibility as it can be adapted according to the features of the interviewees, Font & Pasadas (2016). Google Forms was used to elaborate the questionnaire and the interviewees were asked to answer 11 questions that were mandatory, considering a value range according to a Likert scale of 5 points. The questionnaires are the main observation technique of the quantitative methods. The sample for these two latter data collection techniques is of intentional nature, so all participants are o were related somehow to the industry of tourism.

The project considers, then, the scientific research procedure where the problems are delimited, the objectives are proposed and a methodology is chosen to start after with the collection of data through documentary research. After that, interviews and questionnaires are elaborated to collect data in the field, it is put into a graph, analysed and conclusions are made from the results, Palafox (2005).

3. More Significant Results

The Municipal Tourism program aims to develop tourism in a coordinated way and planned form the commune territories. Today around 90% of the communes in the country are part of the National Board of Tourism Network that promotes this program. One of its objectives is to develop the Tourism Development Plan (PLADETUR, as in Spanish), however, in that year, only 41% of the communes in the country had one and 53% of them did not. Our destination is part of the latter group.

On the other hand, actions the current regional tourism plan (2014-2018) proposed and that have a relation with the participation of the stakeholders in the destination we are analysing are diversification of the supply, qualification of workers, implementation of a tourism awareness plan. The duration of each measure is adjusted to the period of validity of it, 2014-2018 and all of them consider a budget. Nevertheless, the plan does not indicate the mechanisms to use for monitoring or control of those measures as Betancourt (2004) says. The tourist activity

planning and management today considers a series of difficult-to-omit elements: in the first place, impacts this activity may generate in the territory must be analysed and at the same time implies considering the stages of planning followed by the stages of execution and control. There are no evidences of results from the action plan presented previously, there is no information about its execution as expected, the use of resources, or what has been the impact of the executed actions.

As it was mentioned before, to collect data from primary sources, one of the tools used was an online questionnaire. There were 75 valid answers. The questionnaire included four questions to characterize the sample, besides the 11 mandatory questions. These questions showed that 26.7% of the interviewees range from 18 to 30 years of age, 24% is 31 to 40 years, 26.7% is between 41 and 50 years and 22.7% of them is between 51 years old or more. Respect the years of experience in the tourism, 25 of the participants have between 0 and 4 years of experience, which represents a 33.8%. Fifteen of them (20.3%) have between 5 and 9 years of experience, 14 (18.9%) between 10 and 15 years and finally 20 (27%) more than 15 years in the industry. We have to mention that that question was not obligatory to answer and so only 74 people answered it. 48% (36 people) declared to have a professional level of education, 34.7% (26 people) a technical level, 8% (6 people) of them have a post degree, and 10.7% (eight people) are students or do not have an undergraduate diploma. Lastly, to the question if participants work currently in the industry of tourism, 59 people (78.7%) declared they are, the rest 22.7% (17 people) are not. For this last question, we need to consider that tourism in the destination is seasonal; the season extends approximately from October to March each year. Neither in the answer nor in the questionnaire was considered to state if the person was a seasonal worker or not in tourism, so for the analysis of the results of this question we need to consider that those who answered they are not working at the time of the research, 22.7%, may belong to this type of workers.

Respect the 11 mandatory questions of the questionnaire; some of the main results were that 53% of the interviewees think private companies have had a participatory role in the sustainable development of tourism in the destination. However, 61% of them think that community (neighbourhood centres, NGO's, academy, trade unions, etc.) do not have much participation in the sustainable tourist planning of the destination. 62% of the interviewees said the municipality must lead the tourist activity planning process. I personally believe that the result of this answers corresponds with the result of the personal interviews were people mentioned that the municipality is the entity with which, all of us, have more contact when any economic activity is developed in the commune. Otherwise, it is clear and it is confirmed the idea that the municipality is the organization that is more involved in the operation of the commune, as for example, regulations, rules, audits, infrastructure enhancement, etc. Respect question number six "Am I aware of the benefit of the collaborative work of the tourism stakeholders in the development of a sustainable tourism in the destination Punta Arenas?", the results favoured the values Strongly agree and Agree which obtained 49.3% and 21.3% of the answers that represent 37 and 16 of the participants, respectively. Only 10 people answered Strongly disagree and Disagree, which represents 5.3% y 8%, respectively. The results of this question match with global trend in tourism where the industry's development is not seen separated from the sustainable component, which implies a collaborative work. Nevertheless, we cannot certainly know if the participants are aware of the full meaning of sustainability without only thinking about the protection of the environment. As a last example, question number 10 was about if the industry of tourism in the destination Punta Arenas is significant for the economic development of the city. For this question 86.6% of the participants chose Strongly agree and Agree counting 65 people in total. The single results for these valuations are of 73.3% for Strongly agree and 13.3% for Agree, respectively. Clearly, participants of this consult, who in great

majority work in the tourism industry, consider that tourism is an economic activity beneficial for the destination and may become an activity that may ensure population a better quality of life. This result corresponds with the result of the deep interviews where people stated that tourism have produced very good results in the city's economy had have generated good incomes for people working in this sector.

Speaking of the results of the personal interview with semi-structured questions, the participants were representatives of the academy, public organizations and private entities. Their answers indicate that sustainable development in the industry can be reached considering the following fundamental aspects: participation of the maximum number of stakeholders in tourism development matters, raise awareness of the benefits tourism produces in the whole community, generate instances of participation more frequently and lead by the state's agents with a strong support of the private sector and the academy. Sernatur should summon the rest of the stakeholders, businesspeople should consider a commitment with the development of the industry in the destination though financing and training of the human resource, academy would generate research instances to allow not only knowledge transfer, but also the generation of new knowledge that can be useful to the industry.

4. Debate and Conclusions

Chile in its Tourism National Strategy 2012-2020 declares that in year 2020 the destination will be renowned as a sustainable tour destination. Five pillars are considered to reach this. They are:

- Promotion
- Sustainability
- Investment and Competitiveness
- Quality and Human Capital
- Market Intelligence

As a result of the data obtained in the research work, these actions are proposed to reach the sustainable development of the destination considering the active participation of the stakeholders:

Proposal 1:

Concretize an initial instance of planning, such as work groups, with the tourism trade union, the municipality of Punta Arenas, Sernatur, Tour guides Association and the academy. They should meet twice a semester by the period of a calendar year to begin with the sustainable planning process of the destination.

Proposal 2:

Define a budget for the Tourism Unit of the municipality that can complement the resources Sernatur has and the funding of private parties to allow developing actions of initial sustainable planning for the destination.

Proposal 3:

Establish a working and cooperation network with other destinations for the transferral of knowledge and good practices respect the sustainable development lead by the academy together with Sernatur.

Proposal 4:

Carry out lectures about successful cases of collaborative work with the participation of stakeholders towards the sustainable development of tourism. This should be led by the academy with the support of Sernatur. The objective public are the tourism actors mentioned before, as the local tourism trade union, the municipality, and the organizations of the civil society.

Proposal 5:

Develop tourism awareness workshops for the population coordinated by the academy together with the tour guides' associations and the tourism trade union.

Proposal 6:

Develop funding instruments for small and medium tour businesses trade unions aiming them to propose the development of new tour products in the macro zone based in fair tourism.

Proposal 7:

Increment human resources' qualification, focusing mainly in the acquisition of one or two foreign languages.

Proposal 8:

Develop a Tourism Development Plan for the macro zone of the Estrecho de Magallanes.

Therefore, Aravena (2007, p. 132) states that "if expectations of involved communities are incorporated in the definition of the economical, tourist, social and environmental conditions desired for the places of the destination, the result would be a wider point of view to lead the tourism planning process with a realistic approach of sustainable development". Clearly, it is necessary a collaborative work with the significant stakeholders of tourism in the destination Punta Arenas and Estrecho de Magallanes to develop a sustainable tourism planning as this destination has all the features to reach it.

The information about the programs, work groups and nodes of works done before in the destination lacks of data about the goals reached or simply there is not a follow up control on them. This can be explained due to factors such as zero continuation of the programs of previous administrations or because of certain requirements, these programs establish and that become an entrance barrier for many companies. On the other hand, it is evidenced there is not a regularity that allows generating results, assess them and rise it to other cooperation instances.

Undoubtedly, there is not an important participation of the stakeholders of tourism, because there is not an organism leading a planning and post management process of the destination where the agents of tourism can be summoned. It is relevant to observe the role municipalities have as significant development agents, at a local level, and as bearers of tools and responsibilities to develop and interfere in the development of the tour activity in the territories. This is very relevant since according to what it is identified in this project, this role today is under Sernatur's responsibility. However, it is more as a global destination manager, covering the work in the whole region and following guidelines that do not consider the priority development of the destination object of this research, allocating today all its efforts in other tourist interests zones (ZOIT, as in Spanish). Hence, it is essential that the municipality defines its main actor role in this topic and assigns human and monetary resources so it can lead this process. Currently, its role is rather acting as a tourist information agent than acting as a decision-maker stakeholder speaking about the tourism development of the destination.

This work allows starting a debate that has not occur in the destination. There is the opportunity to see how this activity, that has developed spontaneously, can gain strength as a result of the collaborative work considering the success this has had in the macro zone of the Estrecho de Magallanes in terms of tourist arrivals, for instance. It allows, also, generate a discussion respect that not only the Chilean state or local government (municipality) have the goal of developing the activity, but it is also in privates' hands to have a greater participation when speaking of investing more to reach the sustainability of the industry. Lastly, I consider, as a mayor contribution, the fact of generating the debate and analysis of the right local community, the inhabitants of the destination, has of being present in matters such as destination planning and management and the tourism activity carried out

there.

All this to improve the diagnosis of an emerging, reactive and lacking of coordination among stakeholders which has produced an image of a passing-through destination unable of competing with the supply of other nearby destinations.

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