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Governance for the Tourism Sector and its Measurement



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GOVERNANCE FOR THE TOURISM SECTOR AND ITS MEASUREMENT

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Abstract

Out of a recognition that the value and transcendent importance of governance need to be placed in context, given their implications for development, this document reflects on the key factors to be considered in transitioning toward a governance model for the tourism sector. The central argument is to see how and to what extent institutional capacity for coordination, collaboration and cooperation can be efficiently used as a governance practice (the efficiency of governance) to improve tourism information systems, helping to transform needs into solutions and opportunities for improving the measurement and analysis of tourism.

Launched by the UNWTO Statistics and Tourism Satellite Account Programme (STSA) in October 2013, the STSA Issue Papers Series aims to showcase the relevance of measuring and analyzing tourism, to disseminate the proper tools for doing so (including good practice examples), and to serve as platform that encourages the exploration of further developments in the field.

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1 Introduction

- 1.1. Around the end of the 20th century, governance became a hot topic in a variety of circles, within government, academia, and society at large; frequent allusions to the subject, in writing and conversation, have become nothing unusual. References to governance – at local, territorial, or multiple levels, or in terms of government action in a particular field, and tourism is no exception – now abound in everyday life.
- 1.2. One can safely describe governance, however, as a concept more mentioned than understood. The best one can say is that in mentioning it, different actors mean different things. The concept remains nebulous, lending itself to indiscriminate use – and frequently misuse – serving often as a “catchall” term. This not only deprives the term of analytical utility but also makes it harder to understand and to gauge its importance and implications for development.
- 1.3. From that standpoint, the objective of this document is to provide an analytical framework around which to build a concept of governance based on an understanding of its nature and scope in the tourism sector (see Glossary) and to pull together empirical evidence showing how and to what extent governance can support the development of tourism information systems, as a means to transform needs into solutions and opportunities into benefits for tourism activity.
- 1.4. Consistent with that objective, the first part of the document provides historical and theoretical background with two central aims: to place in context the value and transcendent importance of governance as a contemporary concept and thus better understand how companies are managed under current conditions; and to propose a way to clarify its meaning and connotations, given the plurality of interpretations given to the word governance and the confusion that can result.
- 1.5. The second part of the document examines the treatment to be given to governance in the field of tourism, as a basis for reasoned reflection on its scope and limitations. It also proposes a series of references to be taken into account in constructing a concept of what governance in the tourism sector should be. On that basis, the document proposes an initial operating definition. It begins, in essence, with recognition of the importance of ensuring the continuity and deepening of research underway in this regard, as well as the need to diagnose, study and understand its effects and implications.
- 1.6. Finally, the document provides a general guidance as to the aspects that should, at a minimum, be taken into account, from the most basic and generalized, such as the features that governance in the tourism sector should have, to the most specific and fundamental, with the aim of operationalizing the definition proposed.
- 1.7. This document is, by nature, a descriptive and conceptual exercise that draws from the principal findings of research conducted by the World Tourism Organization (UNWTO) during the period between September 2010 and April 2011.
[\(<http://dtxtg4w60xqpw.cloudfront.net/sites/all/files/docpdf/gobejecutivo.pdf>\)](http://dtxtg4w60xqpw.cloudfront.net/sites/all/files/docpdf/gobejecutivo.pdf).

2 Visions of governance

- 2.1. Although the word governance is as old as classical Greece, it was not until the end of the 1980s that it began to receive renewed attention, when it was picked up by the media as a pertinent and useful concept in referring to or explaining the changes being perceived in the various forms of

public action (see Glossary)², owing ultimately to the State's shortage of administrative, institutional and fiscal resources, as revealed by the crisis that erupted during the prior decade and the resulting expectations that governance would fail, particularly among the democracies of the industrialized West, but also to the phenomenon of globalization (see Glossary)³.

- 2.2. The changes taking place in the forms of public action, which in the literature at the end of the last century were usually summarized with reference to the concept of governance (Ruano, 2002), is a manifestation of the complexity, fragmentation and uncertainty taking root in societies during the last quarter of the 20th century. It also calls into question the interrelationships that have been established among the State, civil society and the market, as well as new forms of interaction among public policy actors.
- 2.3. In a broad sense, governance therefore appears to be a distinct form of government, which, given its numerous causes, manifestations and implications motivates a set of activities that is highly varied in form, content and scope that can take the form of a phenomenon or of an analytical framework. This has contributed to governance becoming a polysemic concept in contemporary parlance, but also, to a certain extent, to the concept's obsolescence.
- 2.4. To establish a point of departure for understanding what governance consists of, a set of basic references are here put together that seek above all to achieve a minimally systematized understanding.

2.1 Etymological origin

- 2.5. Governance is not a new word. There are sufficient references to affirm that its use dates back several centuries. Some authors trace its etymological origin back to ancient Greece. Jessop (1998) traces the word to the vocabulary of navigation, as a derivation of *gubernaculum*, the name given to a boat's tiller. According to Kjaer (2005), it derives from the verb *kubernân*, which in Greek means to direct. Particularly noteworthy is Plato's use of the concept to refer metaphorically to the means of governing citizens.
- 2.6. Several authors also recognize that its use in modern languages dates back to the end of the Middle Ages, more through Latin than Greek influence, as is the case of the word *gouvernance* in French, which later influenced Portuguese and Spanish with the words *governança* and *gobernanza*, translated into English as *governance*.
- 2.7. According to Kjaer (2005), for example, the Greek expression gave rise to the word *gubernare* in medieval Latin, with the same connotation, which became synonymous in practice with government. The *Concise Oxford Dictionary* defines it in the sense of an act or way of governing or as the office or function of governing.
- 2.8. Calame (2009) traces the use of the word *gouvernance* in old French, as a derivation of *gubernare*, indicating that in Latin it has two meanings: steering a ship or conducting public affairs. In the 15th century, Charles d'Orleans used the term to describe the conduct, the art of

² In this case public action is considered in broad terms, in the same sense as defined by Jean-Claude Thoenig, that is, as the way in which a society builds and characterizes collective problems and develops responses, content and processes to address them (Thoenig, 1997:28).

³ Although globalization is a wide-ranging concept, in this document it is used according to the following definition provided by Held, McGrew, Goldblatt and Perraton (2002): "a process (or a series of processes) that transform the spatial organization of social relations and transactions, evaluated on the basis of scope, intensity, velocity and impact, and generate transcontinental or inter-regional flows and networks of activity, interaction and the exercise of power (...). In this context, the flows refer to movements of physical artefacts, persons, symbols, signs and information in space and time, whereas networks refer to regularizing interactions or those that follow a pattern between interdependent agents, centres of activity or concentrations of power" (Held, *et al*, 2002:XIX). For more on this topic see www.polity.co.uk.

- governing, arguing that the conduct of public affairs could not be reduced solely “[...] to the creation of institutions nor to following the rules of law, nor to the functioning of the political scene, nor to the administration of the organs of government” Calame (2009:15).
- 2.9. Kazancigil (cited by Hermet, 2005:24) indicates that in the 13th century, the French, English and Spanish words for governance took on a meaning close to that of government, so that gradually the term governance fell into disuse and the term government took hold, until the middle of the 20th century.
 - 2.10. Aguilar (2008) argues that while it has archaic antecedents in Spanish, French and English usage, governance, according to its contemporary connotation, is a neologism that may owe more to the simple translation of *governance* in English, lingua franca par excellence today, based on the use and development of this concept among government theoreticians, public policy experts, and Anglo-American political scientists, in response to the crisis of the social State and socialist State. In his opinion, governance can be used as a synonym for the concept of governing, which refers to the contemporary process of directing or governing society given its broad directive, political and administrative meaning.
 - 2.11. Aguilar points out in this regard that the definition given for the word *goberanza* in the 22nd edition of the Real Academia Española (Royal Spanish Academy Dictionary) calls it an archaic expression denoting “the action and effect of governing or being governed” and defines it as the “art or manner of governing based on the objective of achieving lasting economic, social and institutional development, promoting a healthy balance among the State, civil society and the market economy”.
 - 2.12. Irrespective of the various treatises undertaken to trace the origins and uses of the word back through time, it is clear that the ample literature generated around the concept of governance treats it, according to its contemporary acceptance, in a variety of normative, theoretical and other ways.
 - 2.13. To understand what governance means today each of those approaches needs to be examined, as we do in the following sections.

2.2 Governance as a normative concept

- 2.14. This heading covers those formulations that have been developed fundamentally by international institutions to refer, based on their individual perspectives and experiences, to the model of government their member countries should adopt in pursuing economic, political and social development through their policies of support.
- 2.15. At issue, therefore, is a set of concepts that, while differing, are articulated around a series of guiding principles intended to focus attention on the institutions and best practices of government or good government, denoted as *good governance*, since they are considered decisive factors of economic growth and development. From this broad perspective, good governance refers to a stable environment conducive to investment and to a political system and public administration capable of responding to citizens’ demands in a democratic, participatory and transparent manner (Noferini, 2011).

- 2.16. For the purposes of developing the concept of governance from a normative perspective, work being done by the World Bank⁴ takes on particular relevance. Starting in the 1990s, it began to stress that good public policies were not enough to achieve governmental efficiency and effectiveness: proper public administration as well as solid and credible organizations and institutions were also essential conditions for growth and development.
- 2.17. Based on the World Bank's experience, governance is the form in which power is exercised in the channelling of a country's economic and social resources. Three important factors were identified: the form of the political regime; the process by which authority is exercised in directing economic and social resources for development; and the capacity of government to design, formulate and implement public policies and to perform their functions (World Bank, 1994).
- 2.18. As governance has become a guiding principle for their policies, various international agencies have defined the concept in different ways. The following have been particularly influential:

World Bank (WB)	Governance consists of the traditions and institutions through which authority is exercised in a country. This includes the process by which governments are elected, overseen and replaced; the government's capacity to effectively formulate and carry out good public policies and the extent to which citizens respect the State and the institutions that govern economic and social interactions." (World Bank, 2009).
United Nations Development Program (UNDP)	Governance consists of the various mechanisms, processes, relationships and institutions through which citizens and groups articulate their interests, exercise their legal rights, recognize their obligations and reconcile their differences. A system of governance is the formal and organizational institutional structure for the process by which the modern State takes and is bound by decisions (UNDP, 1997).
Organisation for Economic Co-operation and Development (OECD)	Governance is how a society uses and oversees political authority in managing its resources for economic and social development; how it considers the role of public authorities in establishing the environment in which economic agents operate and in determining how benefits are distributed; and the nature of the relationship between the government and the governed (OECD, 1995).
Commission of the European Communities (CEC)	Governance determines the norms, processes and behaviour that enter into the exercise of powers at European level, especially from the standpoint of openness, participation, accountability, effectiveness and coherence (CEC, 2001)
United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP)	Governance is the process by which decisions are taken and the process for implementing or not implementing those decisions. The analysis of governance centres on the formal and informal actors involved in the processes for taking and implementing decisions, and on the formal and informal structures that have been put in place for the implementation of decisions (UNESCAP, 2006)

- 2.19. Based on its definition, the World Bank explicitly recognizes six dimensions of governance for measurement in countries as part of a research project in support of its assistance activities:

- 1) Voice and accountability;
- 2) Political stability and absence of violence;
- 3) Government effectiveness;
- 4) Regulatory quality;
- 5) Rule of Law; and
- 6) Control of corruption (World Bank, 2009).

⁴ The World Bank (WB) is considered a pioneer in the use of the term governance with that meaning, starting with its 1989 report *Sub-Saharan Africa: From crisis to sustainable growth. A long-term perspective*. This report evaluated the situation prevailing in the region as a "crisis in governance", based on an analysis of oversight mechanisms and effective power in countries lacking solid State structures. According to the perspective taken in the document, the World Bank attributes the origin of the development failure in the region to the governments' lack of governing and administrative capacity, recommending "better governance" starting with a political reform based on compliance with the law, the fight against corruption, accountability, and measures to ensure the capacity of governments to administer economic and social resources based on the design and effective implementation of economic and social development policies.

2.20. For its part, UNDP identifies and defines the following four dimensions of governance, the first three of which, from its perspective, support the formal and organizational decision-making structure of the modern State (UNDP, 1997:10):

- 1) *Economic governance*: a market-based, competitive and non-discriminatory economic order conducive to economic growth;
- 2) *Political governance*: participatory, democratic, legitimate, pluralistic and accessible political institutions;
- 3) *Administrative governance*: efficient, transparent, independent and accountable public administration; and
- 4) *Systems governance*: social institutions that protect cultural and religious values, help to protect freedom and security and promote equal opportunity for the exercise of personal capacities.

2.21. In the case of the European Union, governance is defined explicitly as a goal to be achieved. In fact, the European Union defines it as a strategic objective (European Commission, 2001) for regional cohesion and integration and with it, as a unifying principle for the different realities of its member States. This concept has significant implications for the establishment of a distinct modality of government (multilevel governance), based – as the European Commission itself indicates – on new institutional forms with multiple decision-making levels structured according to the principles of openness, participation, accountability, effectiveness and coherence; from a community perspective, these principles, which form the basis for democracy itself, are applicable to all levels of government (global, European, national, regional and local).

2.22. As a result and example of governance instituted for the purpose of reaching agreements for development in the region, the European Union elaborates on the scope of its concept of governance by providing a definition of its conception of *multilevel governance* in the White Paper prepared on this subject by the Committee of the Regions, where this term is defined as “coordinated action by the European Union, the Member States and local and regional authorities, based on partnership and aimed at drawing up and implementing EU policies. It leads to responsibility being shared between the different tiers of government concerned and is underpinned by all sources of democratic legitimacy and the representative nature of the different players involved.” (Committee of the Regions, 2009:1).

2.23. It is noteworthy that the Committee of the Regions confirms the importance of a territorial, as opposed to sectoral, approach (Committee of the Regions, 2009:11), issuing a series of recommendations to that effect⁵. It is therefore appropriate to focus on the Community concept of

⁵ The recommendations issued by the Committee of the Regions are fundamental and are as follows (Committee of the Regions, 2009:11):

- Major strategic reforms should be accompanied by a regional action plan setting out political mechanisms to facilitate the ownership, implementation and evaluation of the policies adopted.
- Tools should be established to support participatory democracy.
- The partnership practice should be consolidated both vertically, among local and regional authorities, the national government and the European Union, and horizontally, among local and regional authorities and civil society.
- The open method of coordination should be reformed to make it more inclusive by developing participatory governance indicators and territorial indicators, based on collaboration among the European Commission, the Member States and regional and local authorities.
- The territorial impact analysis should become standard practice in order to understand the economic, social and environmental repercussions of Community legislative and nonlegislative proposals with respect to territories.
- European territorial pacts should be established capable of bringing together on a voluntary basis the different competent tiers of government for the application of the EU's major policy objectives and priorities.

multilevel governance, since this was the first international organization to give precedence to a territorial approach, given the limitations that other, excessively centralized, sectoral or vertical approaches have imposed on development assistance.

- 2.24. For the United Nations Economic and Social Commission for Asia and the Pacific, good government should be characterized by participation, legality, transparency, consensus, equity, effectiveness and efficiency, as well as sensitivity (UNESCAP, 2006).
- 2.25. According to Piattoni (2009), multilevel governance is a dynamic concept, presenting three dimensions corresponding to the horizontal and vertical delineations of the idea of governance, as well as the frontiers between international and domestic policy. From this perspective, multilevel governance entails considerable changes; it is important to observe how such changes may challenge the central State's capacity for rigorous management of domestic and international affairs.
- 2.26. Among these changes are the possibilities opened up for subnational governments to enter legitimately into the international policy arena, subject to a more open *policy-making* function and the opportunities offered by the European institutions, which in fact are helping to strengthen the positions of regional and provincial governments vis-à-vis their central administrations. Another significant change is the recognition that participation is key to the democratic legitimacy, transparency and effectiveness of public policies. While transparency is endorsed as a principle of good governance by other international and European institutions with multilevel governance, public administrations at different levels of government now have the responsibility, as never before, to open the decision-making process to other relevant actors in society.

2.3 Governance as a theoretical concept

- 2.27. In considering governance as a theoretical concept, from an analytical standpoint, we can identify changes in the approach to governing that are a result of social, economic and technological transformations observed in the late 20th century that pose difficult challenges to the capacity of governments to solve society's problems by themselves. At the centre of these formulations is the idea, noted by Aguilar (2010), of the government losing relative autonomy, sovereignty, centralization and/or control over the economic and social dynamic, combined with a collective, interdependent, and associated cadre of managers as a condition for socially effective and valuable management (37).
- 2.28. Without presumption to documenting or exhausting the theoretical debate in this area⁶, outlined below are some of the leading contributions by diverse researchers to the concept of governance, focusing specifically on points of greatest interest as to the nature of contemporary governance, its prerequisites, subjects and behaviour patterns and to establish a frame of reference for a provisional definition of what governance could be in the tourism sector (see para. 3.20).
- 2.29. In principle, though varied, most theories coincide in distinguishing between governance and government based on an explanation of how and why the action of governing is no longer a function exclusive to national governments.
- 2.30. For Rhodes (2005), the word governance, as used in current parlance, is not synonymous with government. Its meaning has changed, now referring to the new process of government or to the new method by which society governs itself (Rhodes, 2005:100). In his opinion, governance is a broader term than government, because it encompasses non-state actors and because existing within it is an *interdependence* between organizations, as well as continuous *interactions* among the

⁶ For more information on the subject, see Aguilar, 2008 and 2010, and Kjær, 2004.

members of self-organized networks⁷, as required for the exchange of resources and the negotiation of shared objectives – and where the State no longer occupies a privileged and sovereign position but still can manage networks in an indirect and limited way (Rhodes, 2005:108-109). Accordingly, governance is defined as “interorganizational, self-organized networks” (Rhodes, 2005:115), and is thus an analytical instrument for understanding changes in government.

- 2.31. As noted by Mayntz (2001), governance for a long time simply meant governing. Today it is used to indicate a new mode of governing characterized by being more *cooperative*, which distinguishes it from the old hierarchical model based on the exercise of sovereign power by State authorities over groups and citizens in civilian society. Under this new approach to governing, or *modern governance*, state and non-state institutions as well as public and private actors participate and often cooperate in the formulation and application of public policies (Mayntz, 2001:1).
- 2.32. Kooiman (2002 and 2005) contrasted governance with more traditional models of government; the action of governing is no longer taken in a “unidirectional” sense – from the government to the governed – but is based instead on broad *interactions* between those who govern and those who are governed (bidirectional model), that is almost exclusive to the public or public-private sector. Noteworthy also is that in governance the limits between the State and society are becoming more blurred and permeable; the frontiers between public and private responsibilities are becoming a subject of interaction based on the recognition of *interdependencies*, since “[...] No single public or private actor has the knowledge and information necessary to solve complex, dynamic, diverse problems [...] No actor has a potential for action sufficient to dominate unilaterally.” (Kooiman, 2005:61).
- 2.33. Governance is, therefore a social phenomenon in which both public and private governing actors participate (*interactive or sociopolitical government*), their roles sometimes varying according to social level and from one sector to another; it is a combination of all types of activity and government structure, in which public and private sector actors seek solutions to three basic questions: solving social problems or creating social opportunities; giving attention to the social institutions in which government activities take place; and agreeing on principles so that government activities can take place. Governance is thus a useful instrument for conceptualizing the problems, opportunities and contexts and the boundaries between the State, the market and civil society (Kooiman, 2005).
- 2.34. For Messner (1997), governance is a process that takes place on the basis of government-related actions, entailing first subjects of governance (governance actors or constellations of actors) who, in second place selectively use their influence to conduct a system (object of governance) from one state of affairs to another. Governance can also occur as a consequence of synergy between the State and private actors intervening selectively in policymaking, the economy and other functional systems through various patterns of coordinated action, for the purpose of changing them in a direction defined according to their goals (governance objective). There are also means for interaction with society as a whole (governance instruments) which, like the market, are used for governance purposes.
- 2.35. Conceived of as a new means of governing based on interaction, cooperation and interdependence among state and non-state actors, governance has also provided a framework for theoretical inquiry into the governance role played by governments as well as that played by nongovernmental actors and the impact of each on democracy.

⁷ Rhodes uses the term network to describe the various interdependent actors involved in the delivery of public services. In his opinion, the networks are composed of organizations that need to exchange resources (e.g., money, information, knowledge) to achieve their objectives and maximize their influence over results (Rhodes, 2005:106); he also described networks as a generalized form of social coordination that is autonomous and self-governing (Rhodes, 2005:107).

- 2.36. According to Pierre (2002) governance does not call into question the *locus* of power; it focuses instead on the responses to maintain the leadership role played by political institutions despite the internal and external changes affecting the State. Therefore, the main problem addressed by the concept is as follows: to what extent does the State have the political and institutional capacity to govern and how does the role of the State relate to the interests of other influential actors?
- 2.37. Along the same line of reasoning, Kooiman (2005) indicates that governance entails not a reduction in the roles of government/public sector but a change, resulting from greater awareness of the limitations of the traditional order and public control as a mechanism of government, since a greater number of approaches and instruments are needed to respond to social problems. For his part, Prats (2005) politics today as less a matter of directing organizations than a matter of forging and managing relations among different levels of government and business organizations, which requires initiative, leadership, concerted activity, foresight, and conflict management.
- 2.38. In line with these perspectives, Peters (2003) affirms that the concept of governance denotes the capacity of government to manage the economy and society, and can be defined as the process of giving direction to society. Carrying this reasoning further, however, he notes that the analysis of governance, for this reason, must be both empirical and normative. It needs to start with the identification of four major activities that must take place for this to really occur and that go beyond the formulation of policies: the articulation of a set of common objectives and priorities (collective goals) for all of society and their acceptance by society; coherence and coordination of objectives and capacity for achieving them; as well as feedback and accountability.
- 2.39. On this last point, most theoreticians have also tended to call attention to the implications of networks in government processes.
- 2.40. Rhodes describes a conflict between participation in networks and the principles of accountability and representative democracy. Networks can be open, without formal accountability for the networks themselves, which poses challenges for public administrators as well as for governance, considering that networks tend to be autonomous and resistant to central control. They therefore offer an example of what government without a government could be (Rhodes, 2005: 117-118).
- 2.41. Peters (2003) considers that governance continues to be a goal for societies assuming that the solutions that have been achieved for problems of government, especially democratic government, have also created new problems. In his opinion, governance based on a system of networks and other forms of decentralization raises a problem of accountability, since it is not very clear the extent to which social actors tend to take decisions in their own name and up to what point they can assume responsibility both for decisions and their results. He notes in this regard that the formal institutions of the State are better designed to ensure accountability than non-state structures and procedures, indicating that the role of the State is therefore not to govern directly but to use its powers to legitimize the actions of other actors.

2.4 What does governance mean?

- 2.42. Based on the foregoing and on some of the more relevant contributions from the abundant theoretical discourse on the issue, it can be broadly assumed that governance, in contemporary parlance, consists of:

- A *relevant approach* from the theoretical and practical points of view, permitting analysis of two fundamental questions in contemporary societies: first, realities pertaining to government or the governing of society. And second, the instruments, subjects and actors and their patterns of behaviour (Aguilar, 2008).
- A term used to investigate, analyze, conceptualize or simply refer to a *mode of governing* that is different from the hierarchical form, centred exclusively on governmental power. It responds to the limitations of these latter forms when it comes to controlling the key variables of social welfare and prosperity, which make them inadequate for the purpose of governing contemporary societies.

This new mode of governing is characterized, at a minimum, by *cooperation* in the formulation and application of public policies (Mayntz, 2001:1); *interaction* between governmental and nongovernmental actors (Kooiman, 2003: 11); *interdependence and associated action* among diverse actors (governmental, private and social) with the aim of ensuring that problems of interest to them are considered of public importance, exchanging or gathering basic resources for solutions (Kooiman, 2003, Rhodes, 2005). In addition, because of the *greater prominence of structures* organized as *networks* in the governing process (governance by networks), conceptualized in different ways (networks of organizations, self-administered interorganizational networks, collaboration networks⁸ and public policy networks (see Glossary), all of these things with significant analytical implications⁹.

- In short, the concept denotes the emergence of *new forms of association and coordination between the government* and private and social organizations, as well as greater decision-making capacity and influence for nongovernmental actors in the direction and mechanics of public policy and in the management of public affairs. The government, from this perspective, is the centre of the network (see Glossary) for interactions, interdependence and cooperation among governmental, private and social actors.
- But also, as a guidance process for the achievement of collective goals, governance is a concept that *necessarily alludes to normative aspects*. As indicated by Peters (2007), instruments are required to identify what society wants done; the means for achieving collective goals and mechanisms for resolving conflicts of interest, assuming that there is something more than a narrow range of goals pursued by individual actors (Peters, 2007:1).

2.43. To sum up, governance entails a guidance process that is institutionally and technically structured, that is, based on principles, norms, procedures and practices to collectively decide about common goals for coexistence and about how to coordinate and cooperate for the achievement of decided objectives.

⁸ The concept of the collaboration network was developed as part of the efforts to standardize different existing approaches to the phenomenon of competitiveness. Such is the case of the comprehensive approach developed by the Organisation for Economic Co-operation and Development under the concept of structural competitiveness (OECD, 1992), whose core elements are three: emphasis on innovation as the central factor of economic development; business organizations capable of activating potentials for learning and innovation in all operational areas of an enterprise, as well as collaboration networks geared to innovation, supported by various institutions and an institutional context capable of fostering innovation.

⁹ Public policy networks are defined as "more or less stable patterns of social relations among interdependent actors that coalesce around policy problems and/or programmes" (Klijn, 2005:213), whose theoretical structure is based on the science of public policies, the science of organization and political science, providing a model for other types of theoretical structure (e.g., systemic competitiveness).

3 Governance in the tourism sector: A conceptual approach

- 3.1. A series of events and trends have made tourism a phenomenon of society, with an expanding international presence. In this framework, governance emerges as a topical and relevant issue, and there have been observations of a recurring propensity to use the term among tourism actors and those who study the phenomenon, in forums of the various kinds and specialized meetings in the tourism field, or as part of governmental programs of activities and even academic research. The concept is so unclear and poorly defined most of the time that there is a certain degree of confusion about what governance is and what implications it might have for tourism.
- 3.2. Out of the profusion of theoretical and empirical research inspired by the issue of governance since the early 1990s, what has been done in the case of the tourism sector is recent and incipient; only as an exception have a few significant efforts been made to study or research the state of the art.

3.1 Frame of reference

- 3.3. Based on the documentary research conducted by the World Tourism Organization (UNWTO) in 2010-2011 (<http://dtxtg4w60xqpw.cloudfront.net/sites/all/files/docpdf/gobejecutivo.pdf>), it appears that a significant, perhaps unique effort has been made by this organization to advance and deepen the study of governance in the field of tourism. This document was produced in connection with the International Seminar on Governance in Tourism in the Americas (2008).
- 3.4. That document can be considered an important reference work because, in essence, it introduces for the first time a reflection on the following questions about governance: why and what for? The aim is to find textual allusions to the term and propose a theoretical perspective that gives content to its use in the field of tourism. Similarly, it brings together relevant information based on empirical research undertaken for the Seminar, which provides a picture of the limited scope of the underlying material with respect to the use and conceptualization of the term. Because of its implications for the analysis of and research into governance in tourism, it is appropriate to focus on some of its content.
- 3.5. The first refers to the recognition that despite differing interpretations about the use of governance in tourism, there is no specific definition and only the development of a preliminary proposal for its basic conceptualization (UNWTO, 2008:31-32), which reads as follows: *“tourism governance means the process of managing tourist destinations through synergistic and coordinated efforts by governments, at different levels and in different capacities; civil society living in the inbound tourism communities; and the business sector connected with the operation of the tourism system.”* (Madrid, cited by UNWTO, 2008).
- 3.6. While it represents a considerable advance, it should also be pointed out that reasoning about what governance in the field of tourism is or should be is worded in terms of “tourism system” and “tourist destination”, for which UNWTO does not have definitions, or has one in the latter case, but it is not generally accepted.¹⁰
- 3.7. Other particularly relevant content, in terms of the information offered to help understand how governance is conceptualized and uses appears in section 4.3, which identifies five ways that governance is used in the tourism field: associationism, marketing and promotion, tourism policy, decentralization and interorganizational networks (UNWTO, 2008:32-38).

¹⁰ For more on this subject, see *A closer look at tourism: Sub-national Measurement and Analysis - Towards a Set of UNWTO Guidelines*. UNWTO/INRouTe (2012).

- 3.8. In the case of the first two, the emphasis is placed on aspects of public-private coordination. In the field of tourism policy attention is drawn to a few forms recommended or identified in general terms for their design as public policy; in terms of decentralization, underscored are aspects pertaining to the importance of the local environment and the role of the authorities at that level of government. With regard to the networks, attention is drawn to their presence as something inseparable from the tourism sector, given that the production of a service necessarily requires the involvement of diverse organizations acting within the destination universe.
- 3.9. An initial consideration arising from this point is the differentiated or fragmentary, and thus limited, treatment given to governance.
- 3.10. It should also be pointed out that is not because of coordination or decentralization in themselves that governance can be said to exist, as clear from the theoretical discussion in the previous sections. While governance denotes new forms of association (such as public-private) governance requires a capacity for decision-making and influencing nongovernmental actors in terms of the direction and implementation of public policies. Coordination or decentralization can effectively be considered expressions of a new mode of governing, different from the hierarchical exercise of government. However, governance entails a subject (actor or constellation of actors) who selectively uses his or her influence to direct a system; it also requires associated action in order for problems of collective interest to be considered of public importance. It ultimately requires the management of public affairs by nongovernmental actors, which means the government must have the capacity not only for directing but also for serving as a centre for the interactions required by interdependence in a globalized world.
- 3.11. Nor is it clear whether a governance-by-networks form exists (see para. 2.41). Tourism is a sector of economic activity that is defined as groups of units of production in different industries (tourism industries) that provide the consumer goods and services to meet demand generated by visitors. However, and according to the definitions produced by some of the governance theoreticians cited earlier, networks are structures made up of organizations for the exchange of resources. They are characterized by a capacity for self-organization and government and by relatively stable patterns of social relationships among interdependent actors focusing on public policy problems and/or programs with the aim of achieving their objectives and maximizing their influence over results.
- 3.12. The document also included assessments of 11 cases presented to the Seminar as examples of good practice (UNWTO, 2008: 53-148), and which are recognized as initiatives consistent with the principles of governance as adapted to tourism management. It appears that one common element in all of the cases is the emphasis placed on public and private coordination, as the only dimension of governance, which would diminish their analytical value; this shows the limited scope that tends to be given to governance in the field of tourism.
- 3.13. It can be concluded that there is no clear definition of what governance in the tourism sector consists of, but only, as indicated in the document, a preliminary proposal for a basic conceptualization of the term, which can be paraphrased as follows: a process of conducting coordinated activities among public, private and social actors in the “tourism system” to create synergies. This should be considered with some reservation. While it represents a proactive contribution, it also indicates the importance of deepening the concept in light of the elements drawn from the theoretical discourse on governance mentioned in earlier sections, particularly as they pertain to the directive function of government, as well as the aims pursued through governance.

3.2 The need to construct a conceptual framework

3.14. Tourism is a sector of activity that involves multiple interrelationships among numerous types of actors and agents intervening in the production of goods and services consumed by visitors. In this framework, the government's directive functions, under current conditions, are particularly relevant in coordinating efforts to help ensure that the dynamic of permanent growth that tourism has achieved to date is economically, socially and environmentally sustainable so as to increase its contribution to development.

3.15. While tourism production can be analyzed and researched based on the collaborative relationship between the public and private sectors and the inhabitants of tourist destinations, viewed as a sector of activity, tourism encompasses a reality much more complex, due to the diffused nature of responsibilities for its development, shared as they are throughout an extensive and complicated network of actors as illustrated in the following breakdown:

- The private sector, as the principal producer and supplier of goods and services consumed by visitors, consists broadly of a diversity of economic units determined as a function of their size and extent (micro, small, medium and large enterprises, whether local, regional, national or transnational) composed of different spheres of productive activity ranging from manufacturing, to trade, to transport, to a wide variety of services (hospitality, food and beverage service, cultural and recreational activities, etc.), which gives a somewhat fragmentary character to a hypothetical tourism sector.
- The public sector, whose fundamental role by virtue of functions in respect of different spheres of activity that decisively influence how tourism is developed in a country or territory (development of infrastructure, planning, transport policies, fiscal matters, employment, etc.) is also characterized by a diversity of actors and agents coexisting side by side. Such coexistence occurs in two dimensions:
 - Horizontally, that is, in terms of the legislative (parliaments, congresses) and/or executive branches, generally through more than one ministry or department, agency, etc. Each of these can have responsibilities for various tourism-related activities at the same level of government.
 - Vertically, considering the different levels of government (local, regional, provincial, national, etc.) existing in a determined country, depending on the form of territorial organization in question.

In this way, tourism, from the public perspective, cuts across different fields of experience and administrative frontiers, and can ultimately be related to almost everything. In practice, this situation results in what can be called a certain weakness in the structures of government for effective coordination and cooperation, both within the public sector and vis-à-vis the actors and agents of tourism. It can also make it difficult to get a complete picture for the purposes of planning and managing destinations sustainably and maximizing the benefits of the activity.

- The population inhabiting tourist destinations – about whom it should be said that for decades in most countries emphasis has been placed on the need to involve them in the management of their territories, because of their role as key actors (Murphy, 1988). However, empirical research has found that this more often takes the form of joining

industry than of helping to design and put in practice broad mechanisms for public participation (Hall, 1999), limiting socially oriented intervention and contribution to the planning and management of these destinations.

- 3.16. Given this fabric of relationships and diffused responsibilities created by tourism, it seems paradoxical that little has been done to investigate their causes and how they affect the approaches taken to public policies, understood as directive instruments of government, with the aim of improving efficiency in managing the services available and effectiveness in the management of tourism itself.
- 3.17. In the best of cases, it can be recognized that in-depth research has indeed been conducted in certain areas, but when it comes to areas specifically related to tourism (transport policy, tourism promotion or marketing), reproducing the same fragmentary nature that characterizes the hypothetical tourism sector, without a comprehensive vision of the whole. This is particularly striking at a time when we are beginning to see the need to foster the greatest possible contribution from tourism to economic growth and development.
- 3.18. Governance can therefore be considered a relevant approach both theoretically and practically, considering, at a minimum, the following:
 - The dynamic of growth in tourism, as well as the need to increase its contribution to development, heighten the need for the various public, private and social sector actors intervening in tourism production at any level (national, subnational, supranational) to reach understandings and complementarity that draw in a balanced way on their respective capacities and resources for the direction, organization and management, and, if considered appropriate, to achieve synergies; but first of all, to organize themselves and cooperate in defining and pursuing general objectives beneficial to society as a whole, diminishing the negative impact that tourism activity has tended to generate.
 - Viewed in this fashion, intergovernmental and intragovernmental relations, as well as relations between the government and tourism production agents, provide a framework for better understanding the role played by government as a tourism agent, which, while not its only or principal role, is in fact highly relevant to increasing the contribution of tourism to development, making it possible to determine under what conditions and subject to what requirements government can act with a clear and shared vision for the construction of a possible and desirable future for tourism, with the capacity to undertake, promote and efficiently produce the services that, depending on their functions, help to generate and sustain value in tourism production.
 - Public Tourism Administrations (PTAs), at either national or subnational level, play a fundamental role in this regard, and their leadership should be strengthened. It is precisely the lack of such leadership that in the great majority of cases makes it difficult for them to assume the role of principal centre for public policy networks, with the capacity to articulate and coordinate platforms for discussion, analysis and/or negotiation of the public problems that impinge on tourism production.
 - In the case of UNWTO, in its capacity as specialized agency of the United Nations, the design of governance guidelines would be extremely helpful for its members, as a means to promote renewed leadership in support of efforts to maximize the contribution of tourism to sustainable development.

- The suggestion is consistent with article 36 of the “White Paper” approved by the UNWTO General Assembly in 2011, which states that governance, in the case of national as well as local destinations, is worthy of special attention (see para. 4.6).
- 3.19. Given the level of conceptual development of governance in the tourism sector, it is necessary to give continuity to and deepen the limited efforts undertaken to date. This would mean:
- Identifying the basic components that could enter into a concept of governance applicable to tourism, studying its implications not only for the public policies that guide tourism development, but also for Public Tourism Administrations (PTAs), as a fundamental component of government, whose impact on future development in this sector would also be studied.
 - Developing a methodological proposal for the construction of governance indicators in the tourism sector, for use in determining, explaining and evaluating the space it occupies in different contexts, its instruments and mechanisms, as well as its implications for the directive process of tourism, recognizing the role, characteristics and forms of participation of actors intervening in tourism production.
 - Determining the patterns of interaction and institutional arrangements that may be desirable for effective governance in the tourism sector, with the aim of opening spaces for reflection about the public sector instruments, means and mechanisms that could help to promote and efficiently produce services that add to and help to sustain the value of tourism production.

3.3 Defining governance in the tourism sector

- 3.20. Based on the foregoing, and in particular the principle theoretical formulations cited with respect to the concept of governance, the following definition is proposed with the aim above all of contributing to the identification, analysis and evaluation of aspects that help to plan, undertake and coordinate a transition towards a new form of governance in the tourism sector. The aim is to specify and clarify which structures, actors and instruments are most relevant to ensuring that the actions of government are not only legal in accordance with the existing frameworks and institutions, but also that they can be assimilated as necessary and effective to meet the challenges posed by the prevailing uncertain context:

Governance is a practice of government that is measurable, that is aimed to effectively direct the tourism sectors at the different levels of government through forms of coordination, collaboration and/or cooperation (for more details see Glossary) that are efficient, transparent and subject to accountability, that help to achieve goals of collective interest shared by networks of actors involved in the sector, with the aim of developing solutions and opportunities through agreements based on the recognition of interdependencies and shared responsibilities.

- 3.21. Defined in this way, governance can have diverse connotations along two interrelated dimensions:
- *Directive capacity of government*, determined by its institutional powers and resources, irrespective of its territorial extent, to promote and transparently exercise mechanisms of coordination, collaboration and/or cooperation subject to accountability, with networks of actors based on agreements recognizing interdependencies and shared responsibilities.

- *Directive effectiveness* (see Glossary), derived from the efficient use of institutional powers and resources for coordination, collaboration and/or cooperation characterized by co-responsibility, transparency and accountability, which are fundamental to the definition and achievement of objectives with respect to mutually beneficial solutions and opportunities in the general interest.
- 3.22. According to this definition, it is not taken as a given that governance simply exists, for the simple reason that a government is empowered and/or has institutional resources for coordination, collaboration and/or cooperation. These are necessary but not sufficient conditions for the existence of governance. In any case, emphasis is placed on the willingness and aptitude of a government to practice coordination, collaboration and cooperation as directive guidelines for its interactions with the aim of making it possible for networks of actors (public, private and social sector) not only to recognize but also participate in and endorse the objectives of general interest.
- 3.23. Such guidelines should be based on approaches especially relevant to the tourism sector.
- 3.24. The first of these would pertain to the devolution of governmental decision-making toward local governments; markets (production, employment, trade, finance), in a manner consistent with the structural and institutional reforms that have been conducive to the emergence of tourism as an engine of economic growth and development; and toward autonomous public and private sector agencies, business as well as civilian. Such devolution has been a significant part of the processes of restructuring and modernizing public administrations, pursued by most countries since the 1980s, with the aim of improving the efficiency and effectiveness of public administration. In practice, this has led to a greater distribution of powers to subnational governments and the development of management processes that depend to significant degrees on the capacity of government actors and public authorities to coordinate with the various actors that are indispensable to improving the efficiency and effectiveness of public administration.¹¹
- 3.25. Another approach pertains to *the development of forms of association* between the government and other agencies (public and private, nongovernmental and/or social sector) for the supply of certain public services, either on a joint basis or on the basis of delegation.
- 3.26. It should be recalled in this regard that none of the Public Administrations, including those concerned with tourism, however large, developed or well-funded they might be, today have the capacity by themselves to deal with the challenges of globalization. Public administrations today need to adopt or deepen mechanisms for co-management, both with other public institutions and private organizations, profit or nonprofit, as well as with citizens, to achieve a level of performance that makes it possible to provide public services in an acceptable and economically sustainable way, as well as with the adequacy and quality required by the citizens.
- 3.27. The following paragraphs refer to two tools in particular that should be used in the tourism sector with regard to governance: partnerships and the creation of tourism observatories.

¹¹ From this perspective, coordination occurs as a means of responding to the need to strengthen the joint work of public and private organizations responsible for shaping public policies to avoid overlap or gaps in the delivery of public services. In essence, coordination can be understood as a process intended to give coherence and structure to public policies, with preference for the development of comprehensive policies to achieve strategic objectives. Coordination is also recognized as a procedure for avoiding duplication or overlap of public policies; giving consistency cohesion and coherence to public policies; minimizing political and bureaucratic conflict related to the distribution of functions and encouraging the development of a vision that cuts across the different sectors to expand the scope of public policies. There are a number of coordination mechanisms of frequent and generalized application, including those of a normative type, such as the setting of basic standards, plans, etc., and of an executive type, as in the case of coordination bodies (cabinet committees, interdepartmental committees, and even strategic planning systems). Mechanisms for consultation, joint procedures and reporting requirements are among the most relevant.

- 3.28. Public-private partnerships, understood broadly as tools for producing relevant changes in public administration¹² are especially important in this context, particularly in a sector of activity like tourism where interaction among an extensive and complex range of actors and agents, public and private, is basic and indispensable for the production of tourism consumer goods and services.

There are different forms of public-private collaboration. The most common is external contracting, which entails collaboration with a public enterprise as well as outsourcing.¹³

Outsourcing has become increasingly prevalent in public administration, particularly at the local level, where conditions make this instrument particularly useful. This increasing prevalence stems from the fact that outsourcing permits greater specialization and activities that add value and the use of the technologies and the private sector's capacity for innovation, contributing to improvement of the efficiency and effectiveness of public administration as well as the quality of its products and services.

- 3.29. The different forms of collaboration should not be limited however, to the public-private sphere. They should also extend to relations between public administrations themselves and between them and citizens, given that most modern states are structured on a territorial basis based on complex, multilevel models requiring fluid intergovernmental relations or effective and crosscutting systems of collaboration and transfers of knowledge among the different spheres of public administration.
- 3.30. There is a profound asymmetry within public administrations. Many public administrations at subnational, and especially local level lack the critical mass needed as institutions to manage more complex forms of public-private collaboration which, like outsourcing, require a series of complex activities, ranging from a careful disaggregation of functions, to the establishment of clear and measurable objectives, to the establishment of detailed conditions of service in quantitative and qualitative terms, and to the establishment of standards permitting the quality of services to be controlled and measured (Oliás de Lima, 2011:49)
- 3.31. In the case of public collaboration with citizens there has been increasingly extensive citizen participation and coproduction of public services,¹⁴ which revitalizes the concept of citizenship by no longer seeking solely to expand rights but also to deepen obligations. Collaborative public-private relations tend to grow as a result of cooperation mechanisms that can be established as the need arises to facilitate interaction among the different public administrations, and even

¹² The concept of partnership has been defined multiple times since the 1990s, when the British government developed the idea of the *Public-Private Partnership*, transforming the Public Administration's role from one of service provider to one of supervisor for work performed by private entities. Among these definitions is one provided by Klijn and Teisman, indicating that a partnership is cooperation conducted among public and private actors on a sustained basis in which the actors jointly develop products and/or services, sharing the risks, costs and profits (Klijn and Teisman, cited by Ysa, 2009:25).

Supranational agencies have also contributed definitions. For the United Nations it is "a form of collaboration or common effort between the public and private sectors for the purpose of developing, building, operating and financing, formalized by a series of interrelated agreements among public and private agents defining their respective rights and obligations in accordance with the existing legal and political framework." (UN, 2000). For the European Commission, the various forms of cooperation among public authorities and the business world are for the purpose of guaranteeing financing, construction, renovation, management or maintenance of infrastructure or the delivery of a service" (European Commission, 2004). Particularly noteworthy in this latter case is the so-called "*Green Book on public-private collaboration and Community law in the field of public contracting and concessions*" (EC, 2004), which provides detailed information on this subject.

¹³ According to Oliás de Lima, outsourcing entails "... A pre-existing activity in a public organization to which budget resources and personnel have been allocated, which, for various reasons, it has been decided to place outside the organization, to be "purchased" from an external agent (...) It consists of an exchange or a transaction, since the Public Administration does not lose ownership of or title to the service and can reincorporate it whenever it considers it appropriate to do so." He also identifies four characteristic features of outsourcing: an agreement or contract with the private sector for the production of a good or service in determined quantities and of determined quality; public financing, since the service continues to be charged to the Administration; the responsibility of the Administration for the quality of the service provided and the Administration's supervisory function, under which it maintains the right of inspection and control over the service (Oliás de Lima, 2011:40).

¹⁴ Co-production is understood in the same sense as defined by Bovaird, that is, as the "regular activity through which service professionals, users and members of the community contribute with their resources to ensuring that the service is delivered" (Bovaird, 2007:847).

between them and third parties, in pursuit of a common objective. Such mechanisms include, at a minimum, those of a sectoral nature that can be developed even at the international level to deal with concrete issues in a particular sector involving the parties as well as cooperation mechanisms of an instrumental character, such as collaboration agreements, joint plans and programs, consultations, etc.

- 3.32. However they might be labelled, what is important is that partnerships are tools that require increased levels of responsibility, transparency, accountability and flexibility. They can be complemented with other types of instrument of a nature not only to strengthen but to nourish and improve the conduct of collaborative public-private relations. These include networks for the exchange of experiences and similar instruments designed to strengthen and optimize capacity for the construction of relevant and timely databases, in terms of good practices but also the transfer of knowledge based on the results of and lessons learned (successes as well as failures) from different experiences for the purposes of adaptation to different contexts.
- 3.33. Another useful and complementary tool is the tourism observatory, which have mostly been created and managed by tourism administrations, although there are cases of observatories created by universities or strongly supported by business organizations or with a pronounced business orientation. Precisely for this reason both their composition and functioning are far from homogeneous, although they do share certain especially significant aspects:
 - They were created out of recognition for the importance of tourism in the territorial units where they conduct their work.
 - Their main objective is usually to provide useful information for different agents in the sector.
 - They also serve as a platform for meetings among these agents to detect trends and report situations that may affect tourism activity.
 - They have enormous potential for use in supporting the design and evaluation of public policies.

4 General guidelines for the measurement of governance in the tourism sector

- 4.1. Outlined below are rough guidelines for the measurement of governance, for the purpose of determining so far as possible the space occupied by governance in the tourism sector, based on its dimensions and magnitudes, through the determination of its subjects, instruments, as well as tourism-related issues and the territorial units where governance may or may not take place.
- 4.2. The ultimate aim is to support the possible construction and development of a set of indicators to enrich tourism information systems (see Glossary), assuming their unquestioned usefulness to support decision-making processes in the public and private spheres, as well as to improve the design and implementation of public policies related to and impacting on the tourism sector.

4.1 The space occupied by governance in the tourism sector

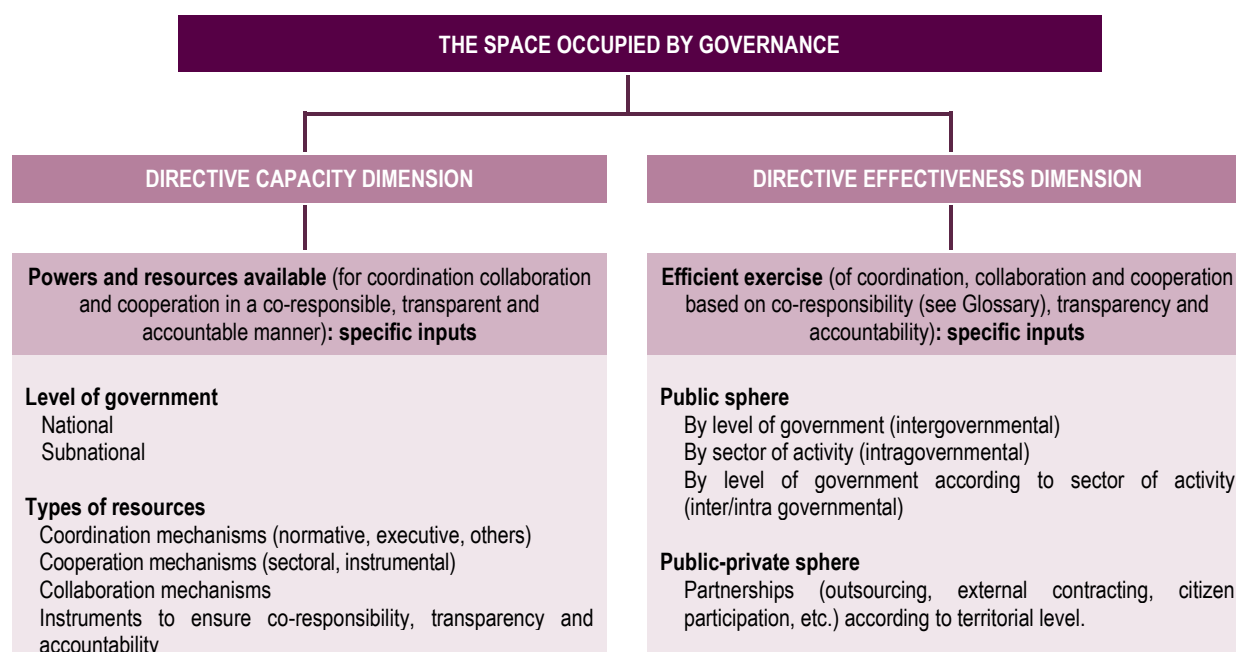
- 4.3. According to the definition proposed, governance would have to occur where public administrations responsible for tourism policies effectively manage this sector at the different levels of government as a result of:

- having had explicit powers conferred upon them for the coordination of governmental and nongovernmental actors in the different territorial units; having been assigned to collaborate and cooperate with them; and having had placed at their disposal mechanisms and instruments (institutional resources) for use in coordination, collaboration and cooperation in a co-responsible, transparent, and accountable manner (directive capacity dimension); and
- having coordinated the participation of the multiplicity of governmental and extra-governmental actors in the different territorial units in the establishment of goals of collective interest, providing solutions and opportunities, in addition to collaborating and cooperating with those actors on execution (directive effectiveness dimension)

4.4. Viewed in other terms, the space occupied by governance in the tourism sector is defined by the dimensions of directive capacity and effectiveness. Based on the content of earlier chapters, each of these dimensions requires its own set of resources (types of competencies, resources, actors, fields of application, etc.) which are specific to each of them and consideration of which is important because it is through them that the space occupied by governance can be described and explained.

This can be represented by the following diagram:

Figure 1: Basic structure of governance in the tourism sector

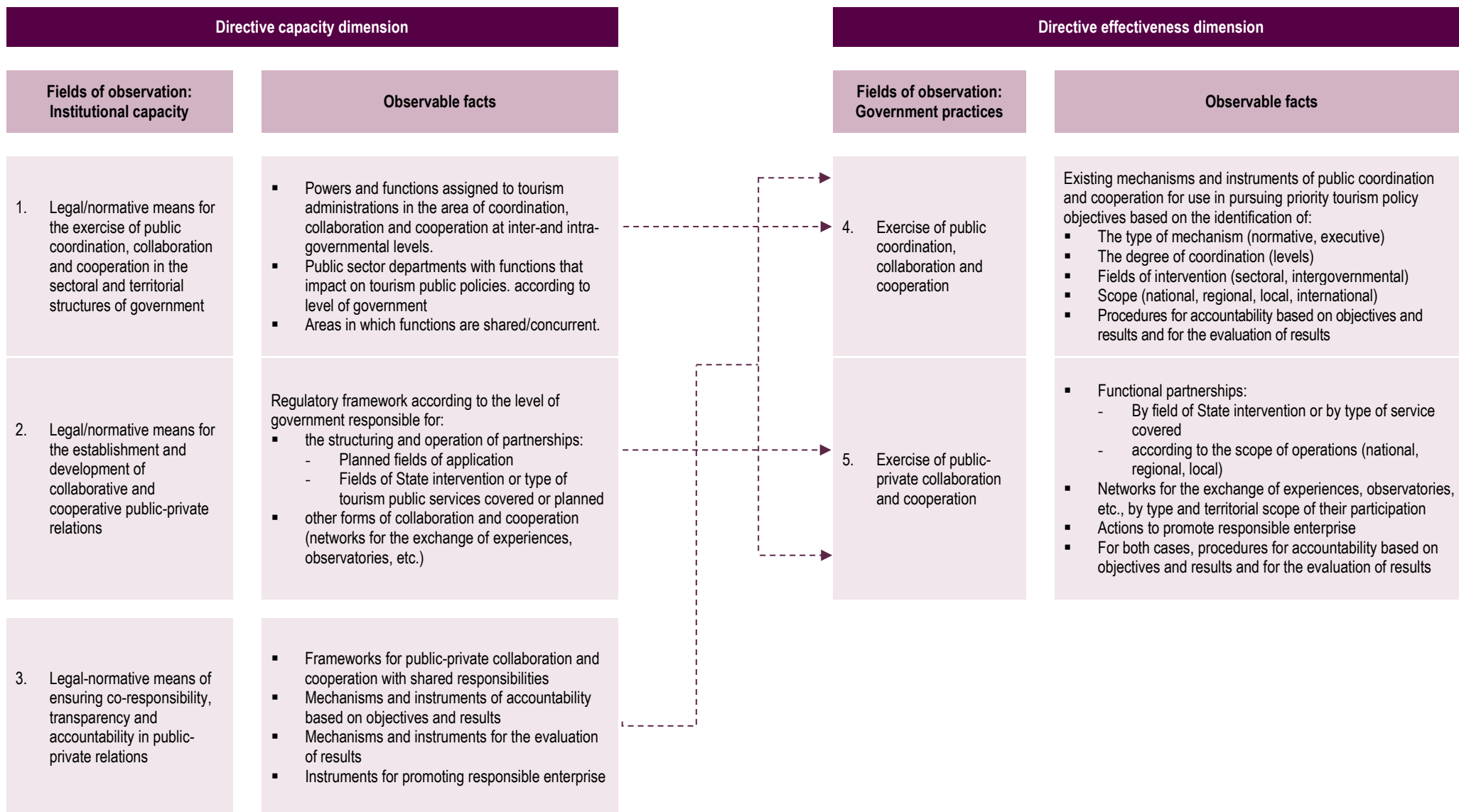


4.2 Fields of observation

4.5. The observable facts that make it possible to measure the space occupied by governance in the tourism sector, apart from distinguishing some of its specific characteristics and behaviours, should be suitable for grouping around the fields of observation most relevant to the two dimensions indicated. The following five fields are proposed for initial consideration (for more details see the Annex):

- Legal/normative means for the exercise of public coordination, collaboration and cooperation in the sectoral and territorial structures of government.
 - Legal/normative means for the formation and development of public-private collaborative and cooperative relations.
 - Legal-normative means of ensuring co-responsibility, transparency and accountability in public and private relations.
 - Exercise of public coordination, collaboration and cooperation.
 - Exercise of public-private collaboration and cooperation.
- 4.6. According to the diagram in Figure 2, it can be established that the first three fields of observation identify the existing institutional capacities to be measured in terms of the legal/normative measures available for public coordination, collaboration and cooperation in the sectoral and territorial structures of government, forming and developing relations of public-private collaboration and cooperation, and ensuring co-responsibility, transparency and accountability in relations of public and private coordination and cooperation.
- 4.7. The last two items refer to the terms in which institutional capacity is translated into government practices, promoting the formation and development of new structures for relations relative to the traditional forms.
- 4.8. As observed in the diagram, there is a direct correspondence between the different fields because the aim is to investigate to what extent the institutional capacities have been translated effectively into government practices supported by diverse structures and mechanisms that would tend to give new content and scope to the management of public and private relations in pursuit of public policy objectives in the field of tourism.
- 4.9. Co-responsibility, transparency and accountability, it should be reiterated, have been assigned an important role in the exercise of public-private coordination, collaboration and cooperation because it expands the information available not only on results but also on the quality of public and private participation in obtaining those results.

Figure 2: Basic approach to observation for the measurement of governance in the tourism sector



4.3 Territorial level of application

- 4.10. In the various territorial units where governance occupies a space in the tourism sector it would be useful to initiate its measurement at subnational levels, and more specifically at regional level. In this context, the term region refers to the administrative unit corresponding to the first level of territorial disaggregation of a country for purposes of political administrative organization – e.g., the NUTS 2 level in the European Union, provinces in the case of Canada and China, states in the case of Brazil and Mexico, etc.
- 4.11. In order to measure governance in such territories, it is a necessary condition that tourism sector development must be relevant there, in terms of territorial scale, the number of establishments in the tourism industries (and thus the number of related jobs), and the value added relative to overall economic activity.
- 4.12. Outlined below is an argument in favour of initiating such measurement at regional level (rather than national level, where more information on the tourism sector is certainly available and where the framework of governance itself is assumed it to be reasonably well-documented).
- 4.13. An initial reason, as clearly explained by UNWTO in the White Paper (article 36) approved by the General Assembly in 2011, is that there are areas that warrant special attention, both because they have not been included in UNWTO's general activities to date and because they are currently in great demand among the member States. Apart from employment in the tourism sector, two others are mentioned:
- **Domestic tourism**, which in many developed countries is more meaningful for economic growth and job creation than inbound tourism, has an especially important role to play in times of crisis, and also helps to extend the benefits of tourism to rural or depressed areas in many countries.
 - **Tourism governance**, including the various levels of public administration and their relations with the private sector and other parties, at national as well as local destinations. This area also covers matters pertaining to overall tourism policies and institutional and legislative aspects.
- 4.14. In other words, UNWTO is promoting analysis of governance at the subnational level and as it pertains to domestic tourism. In this case it is well known but nonetheless true that it is precisely because tourism is concentrated unevenly within national territory that a better understanding of this activity at the territorial level would be extremely useful in promoting more efficient design of national policies, especially with respect to domestic tourism. It is therefore useful to measure and analyze tourism at subnational level, at the principal tourist destinations.
- 4.15. A second reason has to do with the fact that UNWTO has sponsored a project (called INRouTe, for which it has signed an ambitious cooperation agreement with a nonprofit private organization and set up an international network on regional economies, mobility and tourism) for the creation of Regional Tourism Information Systems (see Glossary), which draws from a set of basic statistical data and indicators as well as information that is not necessarily statistical but is relevant for tourism sector agents. This information should automatically include governance as a subject for coverage. In other words, faced with a wealth of national level statistical information on tourism, which UNWTO helped to develop through the new Compendium for the purposes of international comparability, the INRouTe project gives particular attention to the analysis of concrete tourism segments – though not to the comparability of information in this area, at least in the medium-term – referring exclusively to the subnational level.

- 4.16. For these reasons, it has been considered more appropriate to select a few indicators that measure concrete aspects of governance with a view to identifying cases for study at subnational levels that can serve to better evaluate the timeliness of also promoting their application at national level, which could in some cases permit national/regional articulation of a set of information on the subject.
- 4.17. The indicators proposed by way of example should provide a way to indicate in quantitative terms the degree to which the purpose of tourism sector governance, as defined, has been fulfilled, by:
- determining the directive capacity of governments and their Public Tourism Administrations (PTA) for coordination, cooperation and collaboration in the tourism sector with co-responsibility, transparency and accountability; and
 - measuring the extent to which governmental powers and resources are used in pursuit of governance objectives.
- 4.18. Irrespective of the specific procedures that may be established for the development of indicators (development of a methodological handbook and work plan, identification of development phases, training, establishment of commitments, etc.), the first step is to analyze the current situation so as to establish a baseline relative to the objectives and expected results (critical factor) to be measured. These objectives are illustrated in Figure 3.

Figure 3: Baseline situation for the objectives established

OBJECTIVES TO BE MEASURED	The space occupied by governance Directive capacity dimension	The space occupied by governance Directive effectiveness dimension
INDICATORS TO BE MEASURED FOR EACH OBJECTIVE	The conferring of institutional powers and resources for: <ul style="list-style-type: none"> a. Coordination, cooperation and collaboration among Public Tourism Administrations (PTAs) at different levels of government b. Establishment of cooperative and collaborative public-private relations c. Assurance of co-responsibility, transparency and accountability 	The exercise of powers and the mobilization of institutional resources subject to co-responsibility, transparency and accountability: <ul style="list-style-type: none"> d. Coordination, cooperation and collaboration among Public Tourism Administrations (PTAs) and with other public sector actors and networks at different levels of government e. Cooperation and collaboration by public administrations with other nongovernmental actors and networks of actors
EXPECTED RESULT (CRITICAL FACTOR)	Increase in the directive capacity of Public Tourism Administrations (PTAs)	Increase in the directive effectiveness of Public Tourism Administrations (PTAs)

- 4.19. The following table illustrates an example of seven indicators, each with the corresponding basic elements. Whereas the first three indicators in Table 1 refer to and correlate with each of the directive capacity objectives to be measured (see Figure 3, subpar. (a) and (c)), indicators 4 and 5 correspond to subpar. (d) of Figure 3, whereas 6 and 7 refer to subpar. (e).

A technical form is used for the identification of basic elements (dimension to be measured, method of calculation, unit and frequency of measurement, etc.). To identify the indicator that best expresses the expected result, it is best in principle to consider such aspects as how to highlight the result achieved, how to follow up with desirable progress, etc.

Table 1: Indicators of governance at subnational levels

DIMENSION MEASURED	EXPECTED RESULT	NAME	DEFINITION	METHOD OF CALCULATION	UNIT OF MEASUREMENT	FREQUENCY	GOALS
Directive capacity	Increase in the directive capacity of PTAs	1. Institutional capacity of PTAs for public coordination, collaboration and cooperation	Out of the total number of PTAs at subnational level, this indicator will show what percentage is considered competent for the exercise of public coordination, collaboration and cooperation. The baseline covers all relevant PTAs at the start of measurement	(No. of PTAs considered competent out of the total number of PTAs at subnational level) x 100	Percentage	Triennial	20% annual increase
		2. Institutional capacity of PTAs for public-private collaboration	Out of the total number of PTAs at subnational level, this indicator will show what percentage is considered competent to sign instruments of public-private collaboration. The baseline includes all relevant PTAs at the start of measurement	(No. of relevant PTAs out of the total number of PTAs at subnational level) x 100	Percentage	Biannual	30% annual increase
		3. Institutional capacity of PTAs for transparency	Out of the total number of PTAs, this indicator will show what percentage operates based on norms and procedures for regulation of the right to access to public information	(No. of PTAs with norms and procedures with respect to access to public information / Total no. of PTAs in the country) x 100	Percentage	Annual	100% annual
Directive effectiveness	Increase in the directive effectiveness of PTAs	4. Degree of co-responsibility in the management of tourism	This indicator will show what percentage of PTAs have instruments for public-private collaboration in the delivery of services in areas specific to tourism management.	(No. of PTAs with instruments for public-private collaboration/ total no. of PTAs in the country) x 100	Percentage	Biannual	30% annual increase
		5. Degree of transparency and accountability in public-private collaboration	Out of the total number of existing public-private collaboration frameworks in connection with tourism, this indicator will show what percentage is public information, subject to two parameters with respect to publicity, inclusion, verifiability and responsibility	(No. of tourism partnerships characterized by transparency and accountability / total number of tourism partnerships) x 100	Percentage	Annual	100% annual
		6. Degree of nongovernmental participation in decisions about tourism	Out of the total number of PTAs, this indicator will show what percentage have established collaboration frameworks with networks of nongovernmental actors enabling them to participate in decision-making processes	(No. of PTAs with cooperation or collaboration frameworks with networks of actors / total number of PTAs) x 100	Percentage	Annual	100% annual
		7. PTA directive effectiveness index	Average sample of directive effectiveness among all PTAs, weighted according to five indicators: public-private collaboration; public intersectoral coordination; business and social sector co-participation for development; compliance with parameters for transparency		Average	Annual	100

4.20. The above is presented merely as an example, but it is also worth noting the advisability of checking the official statistics or the administrative information available to see if there are already indicators derived from some program or best practice application for the objectives and expected results, since they can be used subject to prior verification to ensure that the information requested is available and if so that it can be used to complete the technical form for the indicator.

- 4.21. In addition to the above, it is important to select the indicators according to specific criteria: relevance; economy, considering the costs and implications of developing the indicators; capacity for monitoring, to permit independent verification; convenience, to avoid unnecessary work; and marginal contribution, such that each indicator provides information in addition to that provided by all of the other indicators.
- 4.22. Lastly, any indicator must be subjected to testing, in terms of the elements defined and the method of calculation, to verify its consistency, failing which adjustments, if viable, can be made.

5 Final considerations

- 5.1. It should be clear from the above that the content of this document represents merely an outline of the many features of contemporary governance. It offers a somewhat unabridged view of some of the different and highly varied developments that have arisen in connection with the concept of governance.

Its purpose is to offer an initial answer to the question of what we are talking about when we refer to governance, but also to establish a point of departure for creating a minimally systematized understanding about the nature of the phenomenon with a view to building on a concept of governance that will be operationally useful for the tourism sector, in an effort to compile reference material to encourage and enrich analysis, reflection and debate on what governance in the tourism sector should consist of and explore how it can help to improve the sector's performance and contribution to development.

- 5.2. Governance has become a focus of much current interest, but in the case of the tourism sector, further study and research are needed, to say the least. As noted in this document, it is not only that the actions deployed in this regard need to be fully consistent with the conceptual framework for the analysis and measurement of tourism, given the efforts undertaken and the important progress made in the field – but even then they will be insufficient given the daunting challenges faced by Public Tourism Administrations (PTAs) to position themselves at the centre of public policy networks, with the capacity to articulate and manage platforms for discussion, analysis and/or negotiation of public problems that impinge on tourism development, in order to sustainably maximize its benefits for development.

These observations are consistent with the analysis conducted in 2007 by the European Parliament with respect to the fragmentation of tourism policies.

- 5.3. Based on the above, and adhering to some of the main theoretical points made in this connection, it is proposed to define governance in the tourism sector as the practice of government with the aim of directing the sector effectively at different levels of government, it being understood that construction of the sector is an enterprise for which work must begin to create or strengthen the institutional capacity of Public Tourism Administrations (PTAs), enabling them to coordinate the participation of multiple governmental and extra-governmental actors from different territorial units in establishing goals of collective interest for the development of solutions and opportunities – but also to collaborate and cooperate amongst themselves and with others to reach those goals.

It should therefore be pointed out that the definition proposed is in no way intended to represent a package of administrative tools. It is simply a step in the search for principles applicable to different institutional scenarios and contexts. The definition is intended above all to emphasize

those essential components (structures, actors, instruments) that are relevant and to open possibilities for understanding the factors that explain or condition the directive capacity and effectiveness of Public Tourism Administrations (PTAs).

- 5.4. The proposed definition should therefore be considered a modest point of departure, opening paths for further exploration and research. It is intended to explain and support application. That in essence is the aim of efforts to measure governance in the tourism sector.

The indicators shown are provided merely as an example. Despite their limitations, they could be a start towards the development of a system of indicators based on case studies and good practices, contributing valuable knowledge not only on the current status of governance in the tourism sector and existing areas of opportunity, but as a way to enrich tourism information systems with relevant information at subnational level.

- 5.5. However valid one might consider the proposed definition and the points made about measurement, it is clear that the topic of governance should be on the agenda for attention in the tourism sector, as a relevant means to take a new perspective with respect to coordination, collaboration and cooperation, which to date have been structured based on the need to create and strengthen public policy networks with multisector and territorial approaches to coordinate the efforts of different tourism actors.

The appropriate measures should therefore be taken to promote research and the documentation of case studies and to draw from the lessons learned from different experiences to continue gaining a better understanding of governance and its implications and to deal properly with the various categories of problems existing in the tourism sector.

- 5.6. These suggestions are consistent with the terms of the UNWTO “White Paper” approved by the General Assembly in 2011, indicating (in article 36) that governance, at national as well as local destinations, is an area warranting special attention.

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Annex 1. Basic approach to observation for the measurement of governance

The observable facts that permit the space occupied by governance in the tourism sector to be measured, and for some of its specific, behavioural features to be distinguished, need to be suitable for grouping around the most relevant fields of observation with respect to the two dimensions described. The five following fields could be considered an initial proposal:

Institutional capacity for the exercise of public coordination, collaboration and cooperation

The aim of observation in this field is to determine the extent to which, and the areas in which, Public Tourism Administrations have been provided with the legal/normative means to undertake and promote coordination, collaboration and/or cooperation from the sectoral and territorial perspectives

Three essential determinations must be made: the governmental departments assigned functions related to the formulation and implementation of tourism policies, and the areas to which those functions pertain; the areas in which such functions are shared; and the mechanisms and instruments of coordination, collaboration and cooperation applied in cases where functions are shared by different levels of government.

Institutional capacity for the exercise of public-private collaboration and cooperation

The focus of attention here is the regulatory framework underlying the mechanisms and instruments that permit joint activities among public and private, nongovernmental and/or social sector entities in pursuit of shared objectives, according to the level of government. So the specific focus is on the provisions currently made for partnerships, determining their nature (e.g., on the basis of outsourcing contracts or agreements) and the type of services or functions to be outsourced.

Institutional capacity for co-responsibility, transparency and accountability in public-private relations

The purpose here is to determine if the right legal/normative means are in place to promote transparency, openness and the effective involvement of public and private entities in the decision-making and execution processes. The observable facts therefore relate to mechanisms or instruments conducive to: the sharing of responsibilities within public-private collaboration and cooperation frameworks; accountability based on the objectives and results proposed for the projects; the evaluation of results; and, as the case may be, the promotion of responsible enterprise.

It is a field of fundamental importance because it makes it possible to determine to what extent the basic groundwork has been laid to ensure not only achievement of the objectives proposed for the jointly selected projects but also the quality of the participation of public and private entities in these projects, with a view to producing results contributing to the achievement of goals.

Exercise of public coordination, collaboration and cooperation

In terms of the depth of observation, this field requires several levels. At the most general level the purpose is to determine whether Public Tourism Administrations take actions to promote concurrence and integration of particular interests and/or establish relations for activities and efforts among different

public departments and agencies whose functions have a bearing on tourism public policies, at the level of the government and/or by sector of activity for the conduct of common projects or objectives offering mutually beneficial solutions and opportunities.

At a more disaggregated level of observation, the purpose would be to determine the fields in which the coordination, collaboration and/or cooperation might take place and the territorial units where the public action will have an impact. In both cases, the observation would cover the mechanisms and instruments used not only for public coordination, collaboration and/or cooperation, but also for accountability relative to the established objectives and results obtained, as well as for the evaluation of such results.

Exercise of public-private collaboration and cooperation

The facts in this field pertain to the frameworks Public Tourism Administrations can set up for their relations with private sector actors (business, nongovernmental, social sectors) for the purposes of sharing their respective resources – taking mutually beneficial approaches to defining and implementing objectives and public policies relating to tourism and development – and of supplying public services that have a bearing on the tourism sector, either jointly or by delegation.

Noteworthy here are the structures adopted by partnerships (outsourcing, external contracts, cooperation mechanisms and complementary tools, such as networks for the exchange of experiences and observatories). At another level of disaggregation, the observations could cover a territorial field (national, subnational) where these forms of relations have an impact and, as in the previous case, it would also be useful to examine the mechanisms and instruments used for public-private cooperation, the assumption of responsibilities, accountability based on objectives and results, and the mechanisms for evaluating the results. Unlike the institutional resources for public coordination and cooperation, in this case other mechanisms could be added, such as those for the promotion of responsible enterprise, as well as aspects pertaining to the regulatory framework for the structuring and operation of partnerships.

Annex 2. Glossary

Collaboration	Framework of administrative interrelations between public and private agents to openly pursue shared interests, subject to specific definitions as to their respective rights and obligations within the context of the prevailing legal and political framework. Public-private collaboration can take different forms depending on such factors as the objectives of the government, the nature of the project, the availability of financing and the activities that the private sector can perform.
Cooperation	Framework for relations established for the purposes of participating on an equal basis in the search for areas where the activities of different public administrations, as well as third parties, could converge in pursuit of a common project or objective.
Coordination	Process intended to give coherence and structure to public policies conducive to the development of comprehensive policies for the achievement of strategic objectives. Its objective is to avoid duplication or overlap of public policies; give public policies consistency, cohesion and coherence; minimize political and bureaucratic conflicts over the distribution of functions; and promote the development of a vision that transcends the focus on specific sectors and expand the scope of public policies.
Co-responsibility	Participation of governmental and nongovernmental organizations with shared responsibilities.
Directive effectiveness	One of the modal dimensions of governance, derived from the efficient use of institutional powers and resources for coordination, collaboration and/or cooperation on a co-responsible, transparent and accountable basis, which are fundamental considerations in defining and realizing solutions and opportunities of mutual benefit and in the general interest.
Globalization	This polysemic concept can be defined as a process (or a series of processes) that transform the spatial organization of relations and social transactions, evaluated according to their scope, intensity, velocity and impact, and that generate transcontinental or intraregional flows and networks of activity, interaction and the exercise of power.
Governance in the tourism sector	A measurable practice of government whose aim is to effectively manage the tourism sector at the various levels of government, through efficient, transparent and accountable forms of coordination, collaboration and/or cooperation, for the pursuit of goals of collective interest shared by networks of actors impacting on the sector with a view to developing solutions and opportunities on the basis of agreements that recognize interdependencies and shared responsibilities.
Institutional resources	Resources that can be used to support the activities of a Public Administration by means of administrative, legal, technological and budgetary inputs and support.
Network	This policysemic concept can be used to describe the various interdependent actors engaged in the delivery of public services, and also to refer to autonomous social forms or structures that are capable of self-government and that coordinate amongst themselves in exchanging multiple resources for the achievement of objectives and maximization of their influence on results.

Performance indicator	Quantitative expression constructed based on quantitative or qualitative variables to provide a simple and reliable means of measuring the fulfilment of established objectives and goals, reflect changes in relation to programme activities, and monitor and evaluate the results.
Public action	The manner in which a society constructs and qualifies collective problems and develops responses, contents and processes for addressing them.
Public policy networks	This refers to the more or less stable patterns of social relations among the interdependent actors that coalesce around public policy problems and/or programmes.
Tourism sector	<p>This is the group of units of production in different industries that provide consumer goods and services to meet demand by visitors. Such industries are referred to as tourism industries.</p> <p>As regards governance, it is important to note that these units belong to legally created entities (called institutional units) either to produce or, as part of a political process, to regulate (governmental units).</p>
System of tourism statistics	The concepts, definitions, classifications and indicators presented in International Recommendations 2008 offer an important basis for configuring the system of tourism statistics (SET). As such, they should be used as reference in coordinating, reconciling and interpreting information on tourism, although this information could go beyond the still limited scope referred to in the aforementioned Recommendations
Tourism information system	<p>In addition to the official statistics that comprise the System of Tourism Statistics, UNWTO recommends that countries also consider developing additional information – not necessarily obtained from official sources or even of a statistical nature – as relevant for major actors in the sector.</p> <p>These two sets of data make up the Tourism Information System.</p>

The World Tourism Organization, a United Nations specialized agency, is the leading international organization with the decisive and central role in promoting the development of responsible, sustainable and universally accessible tourism. It serves as a global forum for tourism policy issues and a practical source of tourism know-how. Its membership includes 156 countries, 6 territories, 2 permanent observers and over 400 Affiliate Members.



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