Methodological Proposal for the Incorporation of Governance as a Key Factor for Sustainable Tourism Management: The Case of Spain

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Abstract

Governance is nowadays a key factor in the sustainable management of tourism destinations, which have an increasingly comprehensive system of actors whose relational dynamics may hinder or facilitate key decision making in the management process. To this end, it is necessary to create areas of consensus, public-private partnerships and, in general, to assume that these processes do not succeed it they are not the result of joint efforts in public, business and social leadership. The aim of this paper is to design a methodology for the analysis of the incorporation of governance in tourism policy and the subsequent proposal of a strategic agenda that favours the incorporation of the principles of good governance into destination management policies.

Key words: governance, sustainability, tourism policy, Delphi, focus group.

1. Introduction

Commitment to sustainable tourism development involves a complex process which requires a holistic and systemic approach considering the complex and dynamic interactions of economic, environmental, cultural and social problems faced by current development models. Sustainability is multidimensional and multifunctional in nature (Pulido, 2011). It is a paradigm that incorporates three interdependent dimensions (social, environmental and economic) that interact within the framework of a fourth, the so-called institutional dimension, which refers "to the need for a consistent framework that legitimises and demands the sustainability of tourism activity" Torres (2010: 2).This fourth dimension, very close to the political-institutional system, is intended to provide an overall regulatory framework of ideas and human values that condition decision making, being, therefore, directly related to the concept of governance, in which, according to Vera and Baños (2010: 330), "special attention is given to the perspective of social agents [...] so that all of them must have benefits and responsibilities through the application of local planning and management instruments of innovative and participatory nature".

Tourism is a cross cutting activity whose development requires the involvement of different business subsectors (accommodation, transport, catering, etc.). Moreover, it requires the collaboration of the public sector, given that a large part of the resources to be used are publicly owned; of the private sector, as different business subsectors intervene; and of the inhabitants of the tourism destination, being their participation essential in the planning of this activity (Velasco, 2008). It is thus basic to have instruments that allow all of them to participate, share common principles, plan, reinforce decision making and build consensus in order to overcome the conflicts that have arisen, seeking opportunities for the different populations involved and establishing strategies to achieve sustainable tourism development. This article proposes a methodology suitable for any destination attempting to know about its current situation regarding the incorporation of governance in their tourism policies and to carry out strategic changes in its political agenda in order to encourage the consolidation of tourism models based on the philosophy of governance.

The proposed methodology is applied to a representative international tourism destination: Spain, a world renowned tourism destination, which receives almost 58 million international arrivals and grosses more than one hundred billion euros a year from tourism, generating over 11% of the national GDP in 2012 and two million new jobs.

2. Literature Review

There is unanimity in the literature reviewed concerning the fact that, in order to achieve sustainable tourism, it is essential to incorporate the concept of governance, which involves a broad and complex set of public and private stakeholders and is based on the flexibility, partnership and voluntary participation of the various representatives of the existing social interests (Farinós, 2008). The concept of governance[1] is relatively recent. It appeared for the first time on a 1989 report by the World Bank and, since then, much literature has emerged on this issue. It is used in countless ways and has multiple meanings. Thus, authors refer to it alluding to different territorial levels: local governance, regional governance, European governance; to specific sectors: tourism governance, economic governance; and even specific techniques: e-governance (Barbini et al., 2011; Calabuig, 2008; Cerrillo, 2005; Edgar et al., 2006; Natera, 2004; Rojo, 2005; Velasco, 2010; Vera et al., 2011).

There is plenty of literature (Barbini et al., 2011; Calabuig 2008; Cerrillo, 2005; Graña, 2005; Natera 2004; Peters and Pierre, 2005; Pascual and Godás, 2010; Rojo 2005; Velasco, 2010) which lists the reasons that justify the emergence of the concept of governance and the success of its rapid dissemination over the last decade. Governance can be defined, therefore, as noted by Rojo (2005: 7), as an "alternative mechanism to traditional government, based on a hierarchical relationship between those who govern and those governed, and on the normative and coercive faculty of the State to set regulations and enforce them". Significant changes have taken place in society, thereby diluting the difference between public and private, creating networks of autonomous and interdependent stakeholders with a high level of expertise and influence (economic, social, cultural, technological, media, etc.). This, together with the globalization process, has undermined the idea of traditional government, unable to successfully solve the problems, conflicts and demands made by current society, giving rise to the concept of governance. Thus, Barbini et al. (2011) understand that governance is an innovative model of government, different from the traditional model, whose structure is made up of the organisations involved in it and the relationships generated among them.

Governing process, which was "unidirectional", from rulers to ruled, becomes "bidirectional", thus taking into considerations aspects, problems and opportunities of the system of government, but also of the system to be governed, even generating systematic relations and exchanges between rulers and ruled (Kooiman, 2005). Nevertheless, according to experts, the key concept is not that of governance, but rather that of good governance. The UNDP (1994: 2) notes that "good governance is, among other things, participatory, transparent and accountable. It is also effective and equitable. And it promotes the rule of law. Good governance ensures that political, social and economic priorities are based on broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision-making over the allocation of development resources". It establishes thus various principles that are necessary to talk about good governance: participation, rule of law, transparency, responsiveness, consensus orientation, equity, effectiveness and efficiency, accountability and strategic vision (Table 1). These principles are interrelated, mutually reinforcing and cannot be considered in isolation. It is not enough that only some of them are present and, besides, there must be no discrepancies between them (Edgar et al., 2006).

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[1] The Royal Spanish Academy, by Decision of the Plenary Meeting of 21 December 2000, included a new definition of "governance" in its dictionary: "Art or manner of governing whose objective is the achievement of lasting economic, social and institutional development by promoting a healthy balance between the State, civil society and the market economy".

Table 1. Principles of good governance according to the UN

Principles of Good Governance	Content
Participation	All men and women should have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their interests. Such broad participation is built on freedom of association and speech, as well as capacities to participate constructively.
Rule of Law	Legal frameworks should be fair and enforced impartially, particularly the laws on human rights.
Transparency	Transparency is built on the free flow of information. Processes, institutions and information are directly accessible to those concerned with them, and enough information is provided to understand and monitor them.
Responsiveness	Institutions and processes try to serve all stakeholders.
Consensus orientation	Good governance mediates to reach a broad consensus on what is in the best interests of the group and, where possible, on policies and procedures.
Equity	All men and women have opportunities to improve or maintain their well-being.
Effectiveness and efficiency	Processes and institutions should produce results that meet needs while making the best use of resources.
Accountability	Decision-makers in government, the private sector and civil society organisations are accountable to the public, as well as to institutional stakeholders. This accountability differs depending on the organisation and whether the decision is internal or external to an organisation.
Strategic vision	Leaders and the public have a broad and long-term perspective on good governance and human development, along with a sense of what is needed for such development. There is also an understanding of the historical, cultural and social complexities in which that perspective is grounded.

Source: Authors' own elaboration from UNDP (1994); Edgar et al. (2006: 6).

In a context in which governance is regarded as decision-making in complex and changing contexts where there is a plurality of stakeholders representing different interests, the principles of good governance must guarantee that (Cerrillo, 2005):

- All stakeholders are represented, assuming that each one plays its appropriate role.
- Stakeholders have the necessary and sufficient conditions to make decisions that affect them.
- Those decisions can be made.

In short, good governance is characterised by both government action seen as management of the group of institutions, mechanisms, processes and relationships through which citizens state their interests, exercise their rights and obligations and resolve their differences; and by the implementation in that management of the principles of participation, transparency, accountability, rule of law, respect for fundamental rights, effectiveness, equity, consensus and strategic vision (Bar, 2001). In academia, this concept has been linked to tourism by authors such as Barbini et al. (2011), Bertucci (2002), Dinica, (2009), Jiménez and De la Cruz (2007: 59), Nordin and Svesson, (2005), Paskaleva-Shapira (2001), Velasco (2008), Peris et al. (2010), etc.

The complexity of tourism activity leads to difficulties in its channelling and management. This requires conducting a tourism planning in which all agents who may be involved in it participate, which represents a great problem, being such a dispersed, fragmented, open industry with strong effects caused by activities that can be circumstantially tourism related. Therefore, an organisation with responsibility and authority, at certain levels, needs to exist to regularise the satisfaction of existing social claims (Monfort, 2000).

This is where the concept of governance should be placed. Tourism governance, understood as "the public-private decision processes that will improve the management of the conflicts that are inevitably caused by this activity in the destination" (Velasco 2010: 137), which also allows for possible development paths leading to the strengthening of a more effective destination management (Velasco, 2008).

It is imperative, therefore, the collaboration between all stakeholders involved in the development of the tourism destination, through stable alliances and partnership relations between public organisations, businesses, tourism intermediaries, the media, NGOs and civil society, through more representative associations and the tourists themselves (Lanquar and Rivera, 2010). The very nature of tourism makes it a favourable space for the implementation of the concept of governance. Likewise, Barbini et al. (2011) note that the concept of governance needs to be applied to the tourism sector, as it allows an analysis of the role of local participation in public policies related to this sector. Tourism governance can be defined as "the management process of tourism destinations through synergistic and coordinated efforts of the governments at their different levels and functions, of the civil society living in host communities and the business sector related to the operation of the tourism system" (Madrid, 2009: 1).

Thus, governance can be applied to the management of a destination, creating relational areas, not subject to the principles of hierarchy or market, with the power to make collective decisions from new perspectives (Velasco, 2010). In this sense, tourism, being a product of the territory and not just of the business, needs the joint governance of all tourism supply stakeholders, with the aim of ensuring the effective implementation of the processes that must be carried out: reception, establishment of an integrated, sustainable, accessible and profitable territorial offer; and the creation of the environmental and infrastructure conditions needed for the provision of a quality service. The objective is, therefore, to establish a series of innovative tools in order to improve tourism development, sustainability and participation in decision-making. Tourism demand is high and increasing, so the problems that may arise in tourism management need to be systematically tackled by all parties concerned (Paskaleva-Shapira, 2001; Yüksel et al., 2005).

Thus, Bertucci (2002) points out that, since tourism industry influences many dimensions of the economic and social life of a community and all problems related to tourism cannot be solved by a single stakeholder, either public or private, partnerships play a crucial role in bringing together all stakeholders and allowing for discussion, arbitration and productive collaboration. It is of paramount importance that governments and firms interested in the development of tourism activity admit that there exists a resource dependency between them and that they realise that the promotion of tourism cannot be achieve on one's own (Nordin and Svesson, 2005). Participatory governance would constitute an innovative way to find long-term innovative solutions to existing problems (Paskaleva-Shapira, 2001). In brief, the achievement of sustainable tourism development is directly related to the implementation of a good, transparent and equitable governance, which includes community management and social economy methods based on participation, self-management of much of the tourism development process, democratic decision-making and equitable distribution of resources and benefits (Lanquar and Rivera, 2010).

There needs to be communication between social agents, economic agents and civil society organisations, giving rise to a gradual strengthening of responsible, effective and democratic institutions. Being the capacity building and sustainability of institutions (European Commission, 2001) the essential elements of any governance programme, and given the significance of tourism activity, stakeholders should participate in the latter through governance, in order to improve its sustainability (Dinica, 2009).In conclusion, in order to achieve a tourism model based on sustainability, it is necessary that public administrations lead the process, that new governance is promoted among institutions which complies with the regulations and recovers the role of governments, and that markets get involved.

3. *Methodological Framework*

This research process has been conducted in two phases, using two different qualitative methodologies. In the first phase, a comprehensive literature review undertaken regarding the two basic aspects that shape the topic under study: governance and sustainable tourism in Spain. The aim was to identify the initial set of issues which experts would be questioned about in the following phases. It was at this stage, after reading a large body of literature that is collected as a corollary of this work, when the survey was designed to conduct a Delphi study which aimed to know the views of a selected group of experts about the issues identified in the previous stage. The purpose was to make an accurate analysis of the Spanish tourism situation that could give rise to the subsequent formulation of specific strategies to address this reality from the philosophy of governance.

Finally, through a *focus group*, in which a smaller group of experts than the initially selected to participate in the Delphi analysis took part, the content for a future strategic agenda was formulated, which aims to involve the different stakeholders participating in Spanish tourism planning and management in a process of debate and joint responsibility whose ultimate goal is the incorporation of governance as a key element for the sustainability of the Spanish tourism model.

3.1. Delphi analysis

Delphi analysis is based on the principle of collective intelligence and aims to reach consensus of opinion among a group of experts on the subject under study. This is a forecasting technique for obtaining qualitative or subjective information, though relatively accurate in a setting of imperfect information, as a result of combining the knowledge and experience of experts in different fields, in a way that tends towards a consensus of opinion on future specific effects, quantifying statistically, in turn, these opinions, through measures such as: mean, median and quartiles. Its purpose is, therefore, to take advantages of "group" methods and reduce the negative effects (especially psychological) of the interaction in group or face-to-face meetings. It entails gathering experts' views anonymously, via questionnaire, analysing them and sending back to them a new questionnaire, which contains a previous exploration of the results from the first information obtained, so that they can change their opinion if they so wish (controlled feedback). This procedure is repeated in successive rounds –usually two or three– until responses are improved and convergence of responses on the occurrence of a series of events is reached.

The core idea is that "group" knowledge is better than that of an individual expert in areas where accurate information is not available. It substitutes debate and direct questioning by a sequential program of individual questions to a panel of experts. Its most outstanding features are anonymity, "feedback", "group" response and consensus orientation (Kaynak and Macaulay, 1984). As with any other research technique, the use of the Delphi method has advantages (Donohoe, 2011: 30) and disadvantages (Donohoe and Needham, 2009: 421). International experiences in the use of the Delphi method in tourism offer an extensive background knowledge, which demonstrates that the Delphi method is suitable for its application to tourism research. It is worth highlighting, among others, the research papers by Donohoe and Needham (2009), Donohoe (2011), Garrod and Fyall (2005); Green, Hunter, and Moore (1990); Park and Yoon (2011), Pulido (2005) and Spenceley (2005), among others. Regarding the criteria for the selection of the participants in this research, it was established as a sine qua non the existence of a close link between the professional, institutional and/or research activity of the experts invited to collaborate and the issues under consideration (with a minimum experience of five years, as stated by Donohoe, 2011).

Table 2. Survey data sheet (Delphi)

Sample size	First round: 30 experts Second round: 28 expert	
Fieldwork period	July-August 2012	
Type of survey	*Delphi*	
	Experts in first round	**Experts in second round**
N	**30**	**28**
Academics	20	18
Skilled government technicians	6	6
Members of institutions and/or business organisations linked to tourism	1	1
Professionals consultants with experience in tourism planning and management	3	3

Source: Authors' own elaboration.

Given the acceptable degree of consensus reached (Table 4), which could be already guessed from the outcome of the first round, it was decided to end the process with a second round. There are precedents for *Delphi* analysis carried out in two steps that are sufficient to obtain a high degree of group consensus (Kuo and Yu, 1999; Roberson et al., 2005; Skulmoski et al., 2007). It has been demonstrated that with each extra round, the number of experts and the degree of consensus reached in the previous round decrease (Green et al., 1990). The final number of experts involved in this work is more than acceptable, both for the high level of knowledge that, a priori, was assumed for those who were invited to participate as such (actually shown during the process), and for the quality of the opinions expressed. Numerous *Delphi* studies have been successfully conducted with the participation of 20 initial experts (Masser and Foley, 1987) and even only with 10 (Dalkey and Helmer, 1963; Dalkey et al., 1972). In this case, it should be noted also that the specific character of the subject under study, which reduced considerably the range of "experts" who could be consulted. Finally, Table 3 presents the main features of the questionnaire, the variables used and the criteria for the analysis of results.

Table 3. Basic characteristics of the questionnaire (Delphi)

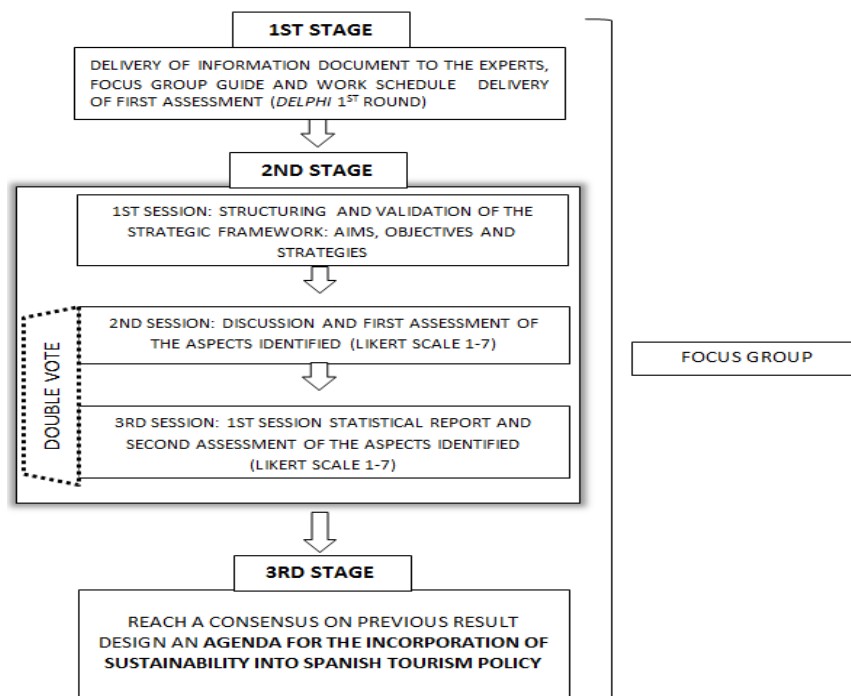|	
Characteristics of the questionnaire	Although in contrast to the classic approach of the Delphi methodology (Schmidt, 1997; Gibson, 1998; Hasson et al., 2000; Skulmoski et al., 2007), it was decided that the first questionnaire would not include open questions, but rather already closed statements were sent to the experts for discussion. The rationale for this decision is based on the fact that the deep literature review carried out enabled the identification of most important issues on the topic under study, about which, besides, most authors coincided, and the appropriate delimitation of the content of the questionnaire. A pre-test was conducted with a small group of experts prior to the circulation of the questionnaire of the first round. Thus, it was verified that the wording was clear and understandable, that the judgements included did not conditioned experts' opinions and that there were no misleading statements. In doing so, the content of questionnaire was validated.Experts were also asked to nominate to suggest new judgements for discussion in the second round, and even to make the comments that they might consider appropriate regarding the content of the survey sent to them.
Statistical variables used	Data processing was carried out using SPSS software. The central tendency measure used has been the median (Q2), which is the central tendency most commonly used for opinions in groups. This variable is used when the arithmetic mean is strongly distorted by the existence of outliers. Interquartile range has been used as a measure of dispersion. This measure represents "the range of the middle half of the scores" (Nick and Lee-Ross, 1998: 104). It is calculated by ordering the data from highest to lowest, showing the difference between the value placed on the left by 75 per cent of the ordered responses (third quartile, Q3) and the value placed on the left by 25 per cent of them (first quartile, Q1). This measure of dispersion is the most commonly used in most Delphi studies, given that, the shorter the distance, the greater the stability of the responses and the convergence of views. Its reduction in successive rounds of the process shows the progress towards agreement or consensus among experts, a fact that guarantees the objectivity of its results and its quality.
Criteria for the analysis of results	Donohoe y Needham (2009) list the most common criteria used to determine when sufficient consensus has been reached: 60% of the experts, or more, have chosen the median value. There is broad consensus when the interquartile range does not exceed 0.7 (which would be 10% of the 7 points in the Likert scale used) Time or budgetary limitations which mean the end of the research. The end of the research is predetermined before the Delphi analysis. Lack of consensus is not considered a problem to complete the research. For this research, it was opted for the first two, so both criteria will present throughout the analysis of results.

Source: Authors' own elaboration.

3.2. Focus Group

Focus group is a qualitative analysis technique that allows finding ideas and solutions aimed at addressing a specific problem (Aaker et al., 2003). Given the flexibility of the method, it can be used in a great variety of contexts and in a wide range of research paradigms, being particularly effective in capturing the complexity of a given context and analysing the way in which participants value and define key concepts in their own words (Thomas, 2004). According Gomm (2004: 172), "the hallmark of focus groups is the explicit use of group interaction to produce data and insights that would be less accessible without the interaction found in a group". Most focus groups consist of between 6 and 12 people. In fact, as noted by Merton et al. (1990: 137), "the size of the focus group should not be so large as to be unwieldy or to preclude adequate participation by most members, nor should it be so small that it fails to provide substantially greater coverage than that of interview with one individual". Krueger (1998), meanwhile, suggests a combination of 6 to 8 members, a size which, according to this author, is ideal to ensure a genuine process of discussion.

In this research, the panel of experts who participated in the focus group consisted of a total of 6 persons: 2 university professors familiar with research and tourism planning, specialists in different areas of knowledge related to governance and sustainability; 2 skilled government technicians; 1 member of institutions and/or business organisations linked to tourism; and 1 professional consultant with experience in tourism planning and management. In any case, the existence of a close link between the professional, institutional and / or research activity of the experts invited to collaborate and the subject under study was established as a "sine qua non".

Figure 1 shows the different stages in which the focus group was developed, based on the results obtained from the first Delphi round.

Figure 1. Methodological framework (steps *focus group*)

1ST STAGE

DELIVERY OF INFORMATION DOCUMENT TO THE EXPERTS, FOCUS GROUP GUIDE AND WORK SCHEDULE DELIVERY OF FIRST ASSESSMENT (*DELPHI 1ST ROUND*)

2ND STAGE

1ST SESSION: STRUCTURING AND VALIDATION OF THE STRATEGIC FRAMEWORK: AIMS, OBJECTIVES AND STRATEGIES

2ND SESSION: DISCUSSION AND FIRST ASSESSMENT OF THE ASPECTS IDENTIFIED (LIKERT SCALE 1-7)

3RD SESSION: 1ST SESSION STATISTICAL REPORT AND SECOND ASSESSMENT OF THE ASPECTS IDENTIFIED (LIKERT SCALE 1-7)

DOUBLE VOTE

FOCUS GROUP

3RD STAGE

REACH A CONSENSUS ON PREVIOUS RESULT DESIGN AN **AGENDA FOR THE INCORPORATION OF SUSTAINABILITY INTO SPANISH TOURISM POLICY**
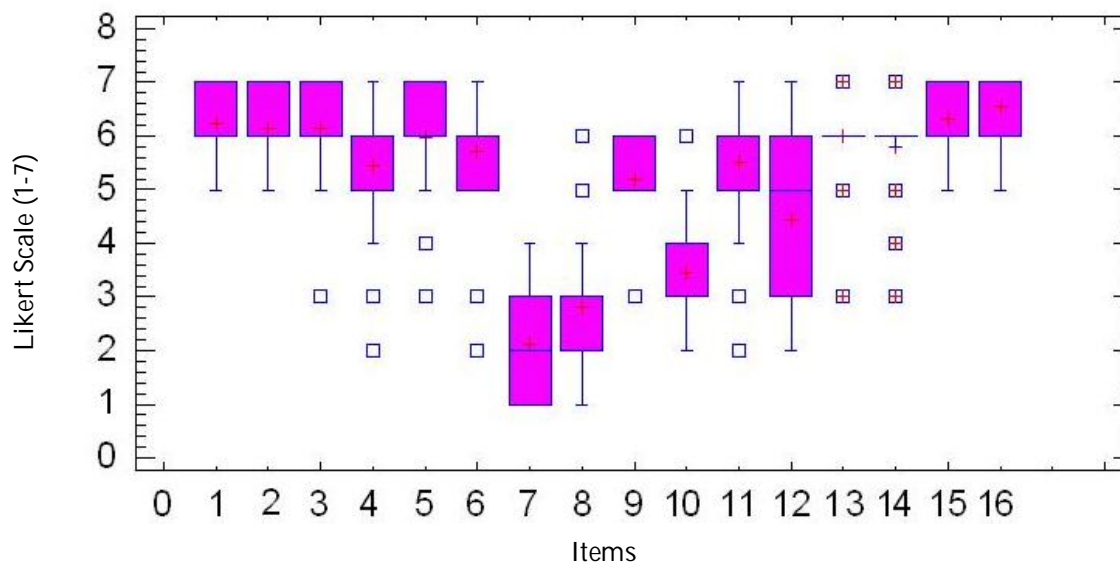
Source: Authors' own elaboration.

Finally, it should be noted that the measure used to assess the statistical significance of the agreement on the second phase of the focus group was Pearson's coefficient of variation, which expresses the ratio of the standard deviation to the arithmetic mean $V_x = \dfrac{S}{|\overline{X}|}$. So, the higher the V_x value, the greater the heterogeneity of experts' views. Accordingly, it was considered that consensus had been achieved when the level of agreement was on the average statistically significant (that is, $V_x \leq 0.3$).

4. *Analysis of Governance in Spanish Tourism Policy*

The concept of governance has gained prominence in tourism as a result of the incorporation of different actors (not only the State) in the formulation and implementation of tourism policies. Moreover, tourism provides a favourable environment for the analysis of the dynamics of governance, as it needs the collaboration and participation of the public and private sectors and the host community (Velasco, 2008). In relation to sustainability, and being a contribution of experts (ie, this item did not appear in the initial questionnaire, but the experts included it during discussion process) (highlighted in bold in Table 4), *Delphi* analysis shows broad agreement (median of 6) on the claim that governance is an essential prerequisite to achieve sustainability in a tourist destination. As shown in Figure 2, the expert panel has reached an acceptable consensus on most of the proposed items. Despite the interquartile range between the two rounds decreasing from 4 to 2.5 and partial agreement (median of 5), only the proposal of relying on a centralised organisation, which sets the guidelines and strategies to be followed in order to achieve sustainable tourism development (item 12) does not gain consensus.

Figure 2: Experts' analysis of Spanish tourism governance

Source: Authors' own elaboration.

As explained in previous paragraphs, governance requires the participation of all stakeholders involved in tourism activity. According to experts, there is high agreement, with a median of 6, regarding the fact that tourism planning processes have failed to involve all stakeholders, as a focus on sustainability would require. Besides, they agree that stakeholders are clearly much more concerned about their individual interests than about the collective ones (median of 6 and interquartile range of 0.5). In particular, they argue that most of the entrepreneurs involved in responsible or sustainable tourism projects are motivated by the obtainment of incentives and/or subsidies (item 4, Figure 2). Another important actor of the tourism system is destination's local population. As noted by Gutierrez and Diaz (2010: 275), "for the tourism industry to remain sustainable in a community, there should be broad community participation and continuous evaluation of the perceptions of residents, with the aim of keeping tourism development consistent with local character and values". In this regard, respondents express high agreement (median of 6) in relation to the insufficient involvement of local community in tourism planning and management processes.

Table 4. Results of the Delphi analysis

Gobernance	Results First Round				Results Second Round			
	Q1	Q2 Mean	Q3	I.R.	Q1	Q2 Mean	Q3	I.R.
Real governance models have not been incorporated into Spanish tourism destinations.	6	**6**	7	1	6	**6**	7	1
The participation of the local community in tourism planning and management processes is insufficient.	6	**6**	7	1	6	**6**	7	1
Tourism planning processes have not been able to involve all interested parties, as a sustainable approach would require.	6	**6**	7	1	6	**6**	7	1
The motivation of most entrepreneurs to participate in responsible/sustainable tourism projects is to obtain incentives/subsidies.	5	**6**	6	1	5	**6**	6	1
Stakeholders are clearly more worried about their own individual interests than about the common interest.	6	**6**	7	1	6	**6**	6.5	0.5
Cooperation among "stakeholders" is seriously impaired by the lack of agreement between the different political parties.	4.25	**6**	7	2.75	5.5	**6**	6	0.5
Tourism plans and programs aimed at the same destination are coordinated.	2	**2**	3	1	1.5	**2**	2.5	1
A good relationship exists between the actors that generate knowledge (such as universities, research institutes, public and private observatories, etc.) and public and private sector managers.	2	**3**	4.5	2.5	2	**3**	3	1
There is no inter-administrative coordination in the management of destinations.	5	**5**	6	1	5	**5**	6	1
Spain has a good tourism institutionalisation, as tourism policy is integrated into the different levels of government.	2	**3**	5	3	3	**3**	4	1
A network for cooperation on tourism and sustainability does not exist in Spain, or integration in international networks on the matter.	5	**6**	6	1	5	**6**	6	1
Institutional responses to sustainable tourism development must be determined by a centralised organisation that sets the guidelines and strategies to be followed.	2	**4**	6	4	3	**5**	5.5	2.5
The role of public authorities in the supervision and monitoring of the sustainable development of tourism activity is weak.	6	**6**	7	1	6	**6**	6	0
There are no different management models based on the characteristics of each destination.	5.25	**6**	7	1.75	6	**6**	6	0
Political changes modify, reorient and even invalidate long-term strategic planning, hindering the achievement of its objectives.	6	**6**	7	1	6	**6**	7	1
Governance is an essential prerequisite to achieve sustainability in a tourism destination.	-	-	-	-	6	**7**	7	1

Note: I.R.= interquartile range.

Source: Authors' own elaboration.

Meanwhile, political power shifts have consequences in tourism development and long-term actions. Thus, experts estimate that cooperation between stakeholders is significantly harmed by the lack of agreement among politicians of different parties (median of 6, interquartile range of 0.5) and, besides, appreciate that political changes modify, reorient and even nullify long-term strategic planning, hampering the achievement of its objectives (item 15 in Table 4). Tourism governance requires inter-administrative coordination and collaboration. However, experts consider that there is no coordination between tourism plans and programmes that converge in a common destination, nor a good relationship between the actors that generate knowledge (e.g., universities, research institutes, public and private observatories, etc.) and public and private sector managers (items 7 and 8 in Table 4).

Thus, they agree to some extent (median of 5) with the following statement: "there is no inter-administrative coordination in the management of destinations". Disagreeing in part (median of 3), respondents do not share the idea that Spain has a good institutionalization of tourism, or that tourism policy is integrated into the different levels of government. Furthermore, in relation to sustainability, experts appreciate that Spain lacks a network of cooperation on tourism and sustainability, and also the integration in international networks on this matter (median of 6).

Moreover, in total agreement (Q3-Q1 = 0), they consider that the role of public authorities in the supervision and monitoring of sustainable tourism development is poor, and also that there are no differentiated management models based on the characteristics of each destination.In conclusion, in agreement with the expert panel consulted (median of 6), it may be affirmed that Spanish tourism destinations have not introduced real governance models. Thus, by evaluating the shortcomings identified, the strategic proposal for the incorporation of governance into the Spanish tourism policy, a key factor for sustainable tourism, is outlined in a decalogue included in following section.

5. *A Decalogue to Incorporate Governance into Spanish Tourism Policy*

Experts participating in the *focus group* advocated the need for true governance models as the main purpose of the change in the tourism model of Spain. According to the proposals that have been put forward during the debate, the resolute action of public administrations is not enough (which experts agree that is crucial to bring about the beginning of change). Businesses and civil society must be involved, made jointly responsible, in the management of this change. Governments must govern, but they must take the rest of actors involved into consideration, especially when dealing with such sensitive issues as these ones. Managing change requires a renewal of the government structures and systems of the territories, by creating areas of consensus, public-private partnership frameworks and, in general, assuming that these processes, which are extremely complicated, do not succeed unless they are the result of complicity in public, business and social leadership. In order to achieve this end, Table 5 summarises the main strategies discussed and accepted by those invited to participate in the *focus group*. They are ordered from highest to lowest mean obtained; in case of identical mean, the criterion was lowest V_x.

Table 5. Strategies for the incorporation of governance into Spanish tourism policy

Strategies	**Mean**	V_x
Generate a new economic-financial, legal and institutional framework that ensures the achievement of real governance	7	0
Strengthen the talent for governance	6.9	0.04
Improve the management of the totality of interrelations of the tourism system through mechanisms that ensure compliance of the principles of good governance	6.8	0.05
Develop dynamic instruments for governance analysis and forecasting	6.8	0.09
Convince and support administrations (at any territorial level) to initiate tourism governance actions	6.6	0.10
Guarantee citizens' participation in the tourism planning process	6.5	0.08
Promote the use of new destination management tools and models, within the framework of "adaptive management"	6.5	0.12
Create new governance models that meet the real situation of each territory	6.4	0.01
Encourage a multilevel tourism governance able to transfer major national and international agreements to local and regional contexts	6.3	0.10
Foster the development of communication activities aimed at improving the social perception of tourism	6.2	0.16

Source: Authors' own elaboration.

Next, each one of these different strategies is analysed, including, also, a set of typical actions proposed by the respondents themselves, so as to guide the content of each strategy.

Generate A New Economic-Financial, Legal and Institutional Framework That Ensures the Achievement of Real Governance

The management of change towards governance requires the introduction of new legal and institutional schemes that ensure the compliance of its commitments. Tourism governance needs principles, rules, procedures and practices in order to decide collectively on common goals, as well as on how to coordinate to achieve the defined objectives.

Typical actions:
- Introduce economic instruments (taxes, subsidies, incentives, etc.) that facilitate the transition to new models of tourism management.
- Generate political and administrative consultation bodies and management figures that are much more dynamic and fully operational.
- Ensure policy coherence between the different institutional levels and the various legal areas.

Strengthen the talent for governance

Government should make an effort to adapt training to the demands that the new environment requires, moving beyond passive education, exclusively oriented to the transmission of knowledge, towards a training process that allows students to acquire skills to transform that knowledge into an added-value offer. Businesses must commit to the attraction and retention of the best talent, contributing to an improvement in the professionalism of the tourism industry, which will result in a higher quality perceived by customers; an improvement of business management and, ultimately, an increase in competitiveness.

Typical actions:
- Promote measures of talent attraction that favour the incorporation of updated knowledge for public managers which, at the same time, act as a lever to promote their involvement in the whole process.
- Encourage the training of public managers in governance through educational/information tools.
- Develop a tourism governance training plan aimed at administration technicians involved in the fields of tourism planning, promotion and/or management.

Improve the Management of the Totality of Interrelations of the Tourism System through Mechanisms That Ensure Compliance of the Principles of Good Governance

This cooperation strategy aims to improve collective decisions and establish channels that allow joint efforts among the plurality of destination stakeholders. The development of good governance requires the coexistence of agents with different interests and values within the same territory, though with different uses, all compatible with each other, which advocate for the sustainability of the destination.

Typical actions:
- Study stakeholder networks in order to identify the relationships, synergies and deficiencies existing between them.
- Reach a consensus on the distribution of the benefits and costs resulting from tourism development.
- Create a system that enables the continuous assessment of the perceptions of the local population, in order to ensure that decisions are taken in accordance with the local character and values.

Develop Dynamic Instruments for Governance Analysis and Forecasting

The purpose is that decision-makers "learn" to make decisions in a collective learning process. Therefore, it is necessary to build intelligent territories that are capable of adapting to change. This constant adaptation requires rapid and accurate information about these agents and their interrelationships, about the evolution trends of the different environments and about demand behaviour. However, rather than information, the most important aspect is the creation of instruments for those who receive such information to be able to respond to changes quickly, decisively and reducing the margin of error. Thus, tourism governance would have a constantly updated body of knowledge that would optimise its effectiveness.

Typical actions:
- Analyse the current situation of tourism destinations in relation to governance.
- Organise effective channels for information transfer and knowledge management between university, administration and business.
- Design a system of indicators to measurement of tourism governance status in any destination.

Convince and support administrations (at any territorial level) to initiate tourism governance actions

Support processes of dialogue and development of public tourism policies between governments, business, labour and social economy organisations for the design and implementation of fundamental political, economic and social reforms aimed at developing and maintaining a sustainable tourism based on governance. Promoting the participation of local people in tourism planning is of key importance, considering the vital role that civil society plays in the value chain of a destination, as the attitudes of residents can have a direct impact on tourists' experience.

Typical actions:
- Develop institutional awareness campaigns towards tourism.
- Generate inter-administrative coordination mechanisms, especially between tourism plans and programmes within the same destination.

Guarantee citizens' participation in the tourism planning process

Local population may be the first beneficiary of tourism development in their territory, but it also bears the costs of tourism. The residents of a tourism destination play a crucial role in it, since tourists interact and coexist with them during their stay. The support of the local population to tourism development is essential to successfully manage any tourism planning process.

Typical actions:
- Introduce incentives aimed at the effective participation of all stakeholders in tourism planning process.
- Design mechanisms to stimulate main tourism agents' concern for the common good, beyond their individual benefit.

Promote the Use of New Destination Management Tools and Models, Within the Framework of "Adaptive Management"

In an increasingly changing environment, it is necessary to create tools and models that ensure flexible, versatile, experimental and highly interdisciplinary management, which enable, through integrative approaches, addressing the multiple dynamic states in which the tourism system may find itself. This kind of management is based on the acceptance of uncertainty as working environment and on the progressive accumulation, through a participatory process of social learning, of sufficient knowledge to understand the changes that occur and react systematically to them, adapting itself to the new situation and taking advantage of it.

Typical actions:
- Generate working environments and multidisciplinary information exchanges between the agents involved in destination management.
- Create a dynamic of constant monitoring, thus stimulating capacity to anticipate and adapt.
- Identify elements and processes capable of significantly altering the tourism system and its implications.

Create new governance models that meet the real situation of each territory

This aim is to avoid mimetic behaviours when implementing governance models. This would make it possible to generate a favourable tourism policy environment for the practical implementation of knowledge, methodological orientations and technological capacity in the actual planning of each destination, by taking into consideration the characteristics, needs and realities of each territory.

Typical actions:
- Identify the mechanisms that generate added value in each tourism destination.

- Adapt tourism planning to the capability, potential and identity of the territory.
- Establish monitoring and response mechanisms to address the impacts generated by the incorporation of practices detrimental to value that the stakeholders of each territory have decided to pass on to their customers.

Encourage a Multilevel Tourism Governance Able to Transfer Major National and International Agreements to Local and Regional Contexts

The improvement of governance systems at all levels plays an essential role in the move towards sustainable tourism. To this end, constant feedback should exist between destinations (at any territorial level) to evaluates the different management techniques within the field of governance, determining which are more effective and efficient for the sustainable management of tourism.

Typical actions:
- Ensure coordination to improve the consistency of local and regional tourism policies with broader planning frameworks.
- Identify and deal with "bottlenecks, which do not allow the fluid relationship between stakeholders at different levels.
- Create mechanisms for the dissemination and exchange of best practices at different levels of decision-making.

Foster the Development of Communication Activities Aimed At Improving the Social Perception of Tourism

Experience has shown that the transition to sustainability in tourism destinations requires a clear, strong and solid institutional leadership. Governments, of any administrative level, have a clear capacity to generate "demonstration effects" as a result of their own behaviour, but, above all, they possess many of the tools needed to encourage a change in the behaviour of the rest of stakeholders involved in the tourism development process. In this sense, there is a need for governments to encourage the development of communication actions aimed at raising awareness about the importance of tourism in Spain and improving the social perception of this phenomenon and its industry, seeking greater social involvement in its planning and management.

Typical actions:
- Develop social awareness campaigns towards tourism.
- Promote the potential of tourism to improve the Spanish economy, as well as the risk of losing this ability if its development is not faced responsibly.
- Disseminate successful examples of businesses whose performance in the field of tourism create value, jobs and wealth in Spain.

6. Conclusions

As it has been demonstrated in this article, governance plays a key role for the future of Spain as a tourism destination, although experts have stated that there are serious deficiencies to be overcome in order to progress towards a good governance of Spanish tourism. Consequently, the development of models of governance in the different Spanish tourism destinations has become a *sine qua non* to ensure the goal of sustainable tourism. This involves encouraging the participation of the public sector and the private sector, political will and the civil society to speed up the move towards tourism sustainability in response to the growing demand for transparency of information and public participation made by society, being these two issues part of the fundamental core of the sustainability paradigm. In this sense, it can be said that governance constitutes the institutional support that tourism requires if it is intended to walk the path of sustainability, which, as it has been also shown in this research, is no longer a choice for Spanish tourism, but an obligation, if the aim is to continue to maintain its current competitive positioning in the markets.Moreover, this paper has proposed an analysis methodology that, with the logical adaptations to the characteristics of each territory, can be perfectly replicated in any other tourism destination, as well as facilitates the performance of an appropriate analysis of the state of implementation of true governance in the destination, and the design of a set of strategies to promote the incorporation of the principles of good governance into it.

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