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**Tourism Policy Processes and Practices in Regional Western
Australia: Destination Stakeholders' Perspectives**

Antoine Musu

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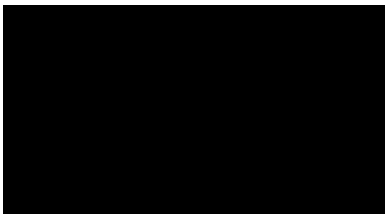
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Abstract

Research suggests tourism stakeholders' engagement in the making of policy and its processes and practices is vital to tourism success in regional tourism destinations. However, studies focusing on how to actively engage such stakeholders remain scarce. There is a limited understanding of the reasons behind tourism success in regional Western Australian coastal destinations and this research attempted to fill parts of this gap, firstly by examining where policy is generated and, secondly, examining where policy is implemented. This multiple case study examined five tourism destinations that had special stories to tell in terms of attributes, characteristics and success as a tourism destination, past and present.

For completeness, four identical participant groups were formed for within case data collection and analysis and multiple data categorisations were used in the cross case analysis. The findings suggested the State Government had made people aware of the need to develop tourism across the State and that government and non-government organisations felt tourism policy was essential, but was a State responsibility. However, there was little understanding of the State Government's tourism policy and strategy, the policy-making processes, policy content or the possible effects these policies and strategies might have on their destinations. Destinations stakeholders were unaware of who was responsible for tourism in their destination and there were varying perceptions of policy priorities that seemed to be related to a destination's lifecycle development stage.

Government groups were found to value policy and strategy that benefitted community and felt tourism needed more status in local government, while non-government groups valued policy that benefitted the tourism industry. These outcomes suggest a need for the State Government to consider institutional innovation and a deeper analysis of policy environments to enable successful policy transfer and interpretation. The case studies also highlighted a need for local government to fully engage with tourism and to manage destination tourism in ways that engaged stakeholders in meaningful dialogue, supporting such dialogue with workable plans and tourism policies.

Table of Contents

Abstract	<i>i</i>
List of Tables	<i>viii</i>
List of Figures	<i>x</i>
Dedication	<i>xi</i>
Acknowledgements	<i>xii</i>
Chapter 1: Introduction	1
1.1 Research problem	1
1.2 Purpose of this research and the research questions	5
1.3 The study's research design	9
1.4 Contributions of this research	10
1.5 An overview of the thesis	11
1.6 The research context	12
1.7 Conclusion	12
Chapter 2: Literature Review	14
2.1 Introduction and chapter overview	14
2.2 Reasons for a study of tourism policy	16
2.3 Travel, urbanisation and city primacy	20
2.4 Why develop a tourism policy?	23
2.4.1 A tourism context for regional development	24
2.4.2 A policy process for regional development	26
2.4.3 The Australian policy cycle: An overview	27
2.4.4 Regional tourism and economic development	31
2.4.5 Regional tourism and societal development	33
2.4.6 Regional tourism and the environment	34
2.5 The challenges and issues in developing tourism policy	36
2.5.1 Tourism policy, political ideology and politics	37
2.5.2 Tourism policy at international, national and regional levels	38
2.5.3 Tourism policy at the local (destination) level	39
2.5.4 Tourism policy integration	40
2.6 Matters of policy from a tourism practice perspective	41
2.7 Conclusion	43

Chapter 3: Methodology	44
3.1 Introduction	44
3.2 Study design: Using multiple case studies	48
3.3 Defining the case: Rationale for this approach	49
3.4 Sampling and case selection criteria	50
3.5 Data gathering: Documents, interviews and observation	51
3.5.1 Data search and preparation	52
3.5.2 Collecting relevant documents	53
3.5.3 Conducting the in-depth interviews: The interview protocol	54
3.5.4 Observation in tourism destinations	56
3.6 Data analysis: Using Leximancer	56
3.6.1 The Leximancer software program	57
3.6.2 Interpreting the concept maps	61
3.7 Limitations of the data collection and analysis procedures	62
3.7.1 Validity and reliability	63
3.8 The case study reporting structure	64
3.8.1 Preliminary case study report composition	64
3.8.2 The within case report structure	65
3.8.3 The cross case report structure	66
3.9 Conclusion	66
4.0 The Broome Case	67
4.1 Introduction	67
4.2 A background to the Broome	67
4.3 A review of tourism plans for Broome	70
4.3.1 The Shire of Broome (Local Government Authority)	71
4.3.2 The Broome Chamber of Commerce and Industry	74
4.3.3 The Broome Tourism Leadership Group	74
4.3.4 Broome Future Limited	79
4.4 Leximancer Analysis: Outputs and findings	80
4.4.1 The general landscape of the concept map	81
4.4.2 Analysis and results: Themes, concepts and categories	84
4.4.3 Perceptions of concept importance of participant categories	89

4.5	The research questions	91
4.6	Conclusion	94
	Post Script: Some initial insights from the Broome interviews	95
	Appendix 4.1: Broome tourism documents	96
5.0	The Geraldton Case	98
5.1	Introduction	98
5.2	A background to the Geraldton	98
5.3	A review of tourism plans for Geraldton	102
	5.3.1 Department of Fisheries, Western Australia	102
	5.3.2 Tourism WA and the City of Geraldton (LGA)	103
	5.3.3 The City of Greater Geraldton (Local Government Authority)	103
5.4	Leximancer Analysis: Outputs and findings	105
	5.4.1 The general landscape of the concept map	105
	5.4.2 Analysis and results: Themes, concepts and categories	107
	5.4.3 Perceptions of concept importance of participant categories	112
5.5	The research questions	114
5.6	Conclusion	117
	Appendix 5.1: Geraldton tourism documents	118
6.0	The Albany Case	120
6.1	Introduction	120
6.2	A background to Albany	123
6.3	A review of tourism plans for Albany	123
	6.3.1 The City of Albany (Local Government Authority)	123
6.4	Leximancer Analysis: Outputs and findings	126
	6.4.1 The general landscape of the concept map	127
	6.4.2 Analysis and results: Themes, concepts and categories	129
	6.4.3 Perceptions of concept importance of participant categories	135
6.5	The research questions	137
6.6	Conclusion	140
	Appendix 6.1: Albany tourism documents	140

7.0	The Denmark Case	142
7.1	Introduction	142
7.2	A background to Denmark	142
7.3	A review of tourism plans for Albany	145
	7.3.1 The Shire of Denmark (Local Government Authority)	145
7.4	Leximancer Analysis: Outputs and findings	148
	7.4.1 The general landscape of the concept map	149
	7.4.2 Analysis and results: Themes, concepts and categories	152
	7.4.3 Perceptions of concept importance of participant categories	159
7.5	The research questions	161
7.6	Conclusion	164
	Appendix 7.1: Denmark tourism documents	165
8.0	The Margaret River Case	167
8.1	Introduction	167
8.2	A background to Margaret River	168
8.3	A review of tourism plans for Margaret River	172
	8.3.1 The Shire of Augusta-Margaret River (LGA)	172
	8.3.2 The Augusta-Margaret River Tourism Association (LTO)	173
8.4	Leximancer Analysis: Outputs and findings	175
	8.4.1 The general landscape of the concept map	175
	8.4.2 Analysis and results: Themes, concepts and categories	178
	8.4.3 Perceptions of concept importance of participant categories	187
8.5	The research questions	189
8.6	Conclusion	193
	Appendix 8.1 Margaret River tourism documents	193
9.0	The Cross Case	195
9.1	Introduction	195
9.2	The approach to the cross case	195
9.3	The procedure used to analyse the cross-case data	196
9.4	The concept maps	197
9.5	An interpretation of the concept maps	198

9.5.1	Name-Like and word-like concepts: meaning and description	200
9.6	Cross case analysis: The Destinations (First Project)	201
9.6.1	The general landscape of the concept map	201
9.6.2	Analysis and results: Themes, concepts and categories	204
9.6.3	The research question (RQ8): Perceptions of concept importance	221
9.7	Cross case analysis: The Participant Groups (Second Project)	224
9.7.1	The general landscape of the concept map	224
9.7.2	Analysis and results: Themes, concepts and categories	228
9.7.3	The research question (RQ9): Perceptions of concept importance	239
9.8	Conclusion	242
10.0	Results, Implications, Recommendations and Conclusion	243
10.1	Introduction	244
10.2	The Results: Within case	244
10.2.1	Tourism planning, managing and monitoring	245
10.2.2	A positive tourism environment	247
10.2.3	Tourism supply-planning	249
10.2.4	Tourism collaboration	251
10.2.5	Conflict of interest	252
10.2.6	A better tourism destination	253
10.2.7	Tourism success	254
10.3	The Results: Cross case	257
10.3.1	Destinations' perspectives: important concepts for regional tourism success	253
10.3.2	Participant groups' perspectives: important concepts for tourism success in regional destinations	261
10.4	The study's implications and contributions	263
10.4.1	State Government and its Departments and Agencies	258
10.4.2	Local Government in tourism destinations	266
10.4.3	Regional tourism destinations	268
10.5	Managerial recommendations	270
10.5.1	State Government and its Departments and Agencies	271
10.5.2	Local Government in destinations	273

10.5.3	Further recommendations	275
10.6	Conclusion	276
10.7	Future research	277

Appendices

Appendix A:

Summary of National, State and Local Government Tourism Plans 286

Appendix B:

The tourism eco-system 287

Appendix C:

Tourism in regional Western Australia 304

Appendix D:

The case study protocol 336

Appendix E:

A best-worst scaling analysis of factor importance for tourism success 372

References 375

List of Tables

Table 3.1: Western Australia’s regional tourism destinations selected for this study	50
Table 3.2: Tourism destinations: Lifecycle stage and characteristics	51
Table 3.3: Destination stakeholder groups interviewed for this research	55
Table 4.1: Destination tourism sector-attributes, metrics and statistics	69
Table 4.2: Broome’s Tourism Strategy 2014	78
Table 4.3: Ranked name-like concepts and thematic summary (Broome)	83
Table 4.4: The top five ranked concepts by prominence of categories	90
Table 5.1: Destination tourism sector-attributes, metrics and statistics	100
Table 5.2: Ranked name-like concepts and thematic summary (Geraldton)	107
Table 5.3: The top five ranked concepts by prominence of categories	112
Table 6.1: Destination tourism sector-attributes, metrics and statistics	122
Table 6.2: Ranked name-like concepts and thematic summary	129
Table 6.3: The top five ranked concepts by prominence of categories	135
Table 7.1: Denmark’s tourism sector-attributes, visitation and local industry	144
Table 7.2: Ranked name-like concepts and thematic summary (Denmark)	151
Table 7.3: The top five ranked concepts by prominence of categories	159
Table 8.1: Margaret River’s tourism sector-attributes, visitation and local industry	170
Table 8.2: Ranked name-like concepts and thematic summary (Margaret River)	178
Table 8.3: The top five ranked concepts by prominence of categories	187
Table 9.1: Destinations and Participants Groups in this study	196

Table 9.2: Ranked name-like and word-like concepts showing Count and Relevance Scores for destinations and participant groups	199
Table 9.3: Ranked name-like and word-like concepts meaning and description for the destinations and the participant groups	200
Table 9.4: Destinations: Ranked name-like concepts and thematic summary	201
Table 9.5: The Destinations project themes and concepts with relational data	205
Table 9.6: The top five ranked concepts by prominence for destinations	221
Table 9.7: Favourable and unfavourable Likelihood sentiment in destinations	223
Table 9.8: Participant Groups: Ranked name-like concepts and thematic summary	226
Table 9.9: The top five ranked concepts by prominence for destinations	240
Table 9.10: Favourable and unfavourable Likelihood sentiment in destinations	241
Table 10.1: Significant issues in tourism policy planning	246
Table 10.2: Significant issues for a positive tourism environment	248
Table 10.3: Significant issues in tourism supply planning	250
Table 10.4: Significant issues in tourism collaboration	251
Table 10.5: Perceived conflicts of interest in tourism destinations	252
Table 10.6: Perceptions of what would make a better tourism destination	253
Table 10.7: Significant issues for tourism success	254
Table 10.8: The top five ranked concepts regional destinations considered important for destination tourism success	258
Table 10.9: The top five ranked concepts participant groups considered important for regional tourism success	261

List of Figures

Figure 3.1: The study's research design	45
Figure 3.2: Data search and preparation procedures	53
Figure 3.3: Doing case study research	57
Figure 3.4: Components of the data analysis procedure using Leximancer	60
Figure 4.1: Semantic map of themes, concepts and categories (Broome)	82
Figure 5.1: Semantic map of themes, concepts and categories (Geraldton)	106
Figure 6.1: Semantic map of themes, concepts and categories (Albany)	128
Figure 7.1: Semantic map of themes, concepts and categories (Denmark)	150
Figure 8.1: Semantic map of themes, concepts and categories (Margaret River)	176
Figure 9.1: The cross case map (Destinations)	202
Figure 9.2: The cross case map (Participant Groups)	225

Dedication

Dedicated with love to my wife, Noelle

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Chapter One

An Introduction

“Where there is no vision, the people perish.” (Proverbs 29:18)

1.1 The research problem

Tourism is one of five niches that have been identified as being crucial to Australia’s future prosperity, which explains why it has been examined so extensively in recent years. Tourism is often seen as an attractive industry because it differs from traditional commodities that have well-known cycles and because it is more likely to provide employment opportunities and is seen as a potentially strong driver of regional economic development, many of which need new industries if they are to thrive (Deloitte 2013). Given the importance of tourism to many regional destinations, this study was undertaken to examine tourism policy and strategy in regional Western Australian destinations to better understand their impact.

Tourism policy and strategy are central to the study, as they are critical elements in tourism success (Crouch & Brent Ritchie 1999). Preliminary desk research found no recent integrated written account of tourism policy in Western Australia. However, a report on State Government tourism strategies between 2000 and 2007 was prepared by Tourism WA (the State Government’s tourism agency). These strategies had been developed by Tourism WA in consultation with the community. In 2009, the Federal Government established a Steering Committee to develop Australia’s tourism strategy. A National Long-Term Tourism Strategy was prepared by Austrade (then located in the Federal Government Department of Foreign Affairs and Trade) and launched in 2010 and Australian State and Territories Governments were encouraged to develop tourism strategies using the same format.

Western Australia adopted this approach, and a State Government Strategy for Tourism in Western Australia 2020 was launched in 2012. This Strategy, which involved extensive community consultation, included a set of tourism initiatives

presented as Seven Strategic Pillars for Growth (Branding, Infrastructure, Business Travel, Asian Markets, Events, Regional Travel, and Indigenous Tourism). While these pillars were having positive impacts on metropolitan and regional Western Australia, some were expected to have very positive impacts on regional tourism destinations. However, there is evidence that building tourism economies is a struggle and that destinations often felt a lack of State Government and Local Government support, despite the State Government's desire to grow tourism. Consequently, this study asked tourism actors in some regional destinations how they felt about the State Government Strategy for Tourism 2020 and whether it encouraged tourism growth.

Historically, regional Western Australia has relied on the mining and resources, and the oil and gas industries. A substantial benefit of these two sectors during the recent resources boom was their significant use of regional tourism-related facilities (e.g., hotel rooms). Indeed, during the boom, the business and corporate segment was more important than the leisure and vacation travel segment. The resources industry decline from 2011 to 2015 had a severe negative impact on many regional destinations that needed to find how and what was required to increase tourism not only as a generator of economic growth but also to achieve broader societal and environmental goals.

The present study attempted to identify the challenges of regional tourism destinations and the hurdles faced by local tourism key players by talking to relevant institutions (Local Government and local associations), stakeholders from individual businesses and relevant stakeholder networks. Given this backdrop, the study investigated the impacts of existing tourism policies and strategies and the activities suggested in the State Government Strategy for Tourism in Western Australia 2020 from the perspective of destination stakeholders.

Tourism's long history has attracted the attention of government in many countries. An exploration in the UWA online bibliographic database OneSearch and Google Scholar using key words tourism, policy and government found government's interest in tourism's economic characteristics and benefits goes back over a century (e.g., Baynard 1905; Muhleman 1907; Neale 1932). As countries developed after the Second World War, governments that may not have had traditional commodities to export turned to tourism and became what Jenkins (1980, p. 238) termed "tourism developing

countries”. Bryden (1973, p. 25) examined a destination (the Commonwealth Caribbean) where tourism was critical, describing a tourism country as “one where tourism receipts exceeded 10% of visible exports and where 5% of national income accrued from tourism receipts.”

Many tourism researchers have called for governments to develop tourism policies (Jenkins & Henry 1982; C.L. Jenkins 1982; Krippendorf 1982; Richter 1983; Matthews & Richter 1991; Akehurst, Bland & Nevin 1993; Baum 1994; Hall 1994; Kerr, Barron & Wood 1999; Alavi & Yasin 2000). Indeed, the call for tourism policies seems to be critical to the way the tourism industry is developing worldwide. These researchers suggested growth called for a continuous and ongoing policy analysis process.

Tourism has also been a vital economic contributor to the development of regions. Regional development scholars emphasised the importance of policies and McCall (2010, p. 11) suggested such they should be “multi-disciplinary with increased emphasis on human and social capital” and should involve “people who are distinctly engaged in political, cultural and economic practices”. Edgell and Swanson (2013, p. 271) saw regional tourism, which rang a bell for many regional tourism stakeholders and provided insight into the reasons why regional tourism face real challenges, namely:

“The greater portion of the world’s population live in metropolitan communities. Because of this, from a tourism and economic standpoint little attention is often given to regional areas and it also tends to be difficult to find leaders that have the genuine interest or ability to recognize the great potential of tourism as an economic development tool.”

Crouch (2010) argued tourism policy was crucial to achieving sustainable and successful tourism outcomes and Bornhorst, Ritchie and Sheehan (2010) found tourism policy and strategy was one of five determinants of successful and sustainable tourism (the others being marketing, stakeholder support, information and research and financial management). Thus, there was a clear need for the present study to better understand such policies in a regional Western Australian context.

Freeman (1994) suggested all organisations have relationships with groups and individuals, whom he called stakeholders. Strategic planning places substantial emphasis on such relationships (Hall 1999), which may explain why the stakeholder concept is so embedded in management thinking (Mitchell, Agle & Wood 1997). Tourism researchers have increasingly argued for more collaboration in virtually all planning processes (Keogh 1990; Jenkins 1980a; Hunt 1975; Heracleous 1998). It is clear there is a need to involve the people who are affected by tourism development in planning processes, which led to the decision to examine such stakeholders here.

Even though the tourism industry is often criticised because “planning views and decisions that affect residents and businesses are being imposed by government, particularly when there is involvement from outside groups and planning bodies” (Keogh 1990, p. 455), it seems better to approach tourism planning as “a proactive process” as this has the potential to “maximise returns and minimise stakeholder concerns” (Sautter & Leisen 1999, p. 313). Mitchell, Agle and Wood (1997) have argued there is a need to investigate and explain who and what groups are stakeholders, and this led to their development of a descriptive theory of ‘stakeholder salience’ that identified three relevant relationship attributes (power, legitimacy, and urgency).

Public policy and public policy-making has long been examined (Schattschneider 1935; Herring 1965) and case studies of the policy making process, which are central to this study, are an important way to assess these issues (Lowi 1964). Tourism development requires community development, which can be used to achieve broader economic, societal, and environmental goals (Crouch & Brent Ritchie 1999, p. 457). Indeed, Paci (1998, p. 4) suggested that:

“Tourism... deals with decisions, travels, activities and expenditures of individuals and groups, and the supply and demand, with major economic and social [and environmental] effects on most countries.”

Kerr (2003, p. xvi) also noted that the Irish Government followed an “interventionist tourism policy” when it invested in tourism by developing tourism products, infrastructure, and marketing. Other governments, such as India’s, have made large investments in tourism facilities and networks of services to support tourism. Indeed, in many countries the government plays a supportive role in tourism development by

providing infrastructure and initiating national tourism organisations. While Kerr (2003) suggested tourism Ireland's interventionist tourism policy was successful, he also noted the United States was the most successful tourism destination, despite not having a national tourism organisation, as this had been abolished by the Reagan Government. While attempts were made to re-create a national tourism organisation this was prevented by the Clinton Administration. Thus, it is unclear if such a body is needed.

Jenkins and Henry (1982, p. 519) suggested several reasons for government involvement, including foreign exchange earnings, foreign investment, employment (in tourism), land use policies and air transport (for tourists), but they still suggested "the implementation of tourism was best be done by the private sector". Wood (1980) also argued for government cooperation in tourism development, as government mass tourism requires physical infrastructure. Despite this, Karamustafa (2005, p. 508) noted there are "few examples of the planning and development of tourism public policy in which the government is the main player."

1.2 Purpose of the study and the research questions

This research was undertaken to examine tourism policy and strategy and to measure their impact in some better-known WA coastal tourism destinations. To do this, relevant tourism-related publications and documents were examined, and semi-structured interviews were used to collect data from relevant stakeholders, who were directly and indirectly involved in Western Australia's tourism sector.

The study distinguished between 'tourism destinations' and 'regional tourism'. In the context of regional tourism in Western Australia, the tourism destinations selected for this research were located within two types of State Government regions (tourism regions and economic development regions) that do not share common boundaries. Further, tourism was found in the State Government's tourism agency's (Tourism WA) agenda, and in its economic development agency's agenda (the Regional Development Commissions).

The geographical location of the study's tourism destinations in relation to tourism regions and economic development regions respectively is described in Appendix C.

Appendix C comprised state policy and strategy documents that were directly relevant to the selected tourism destinations. Broader perspectives on the destinations are also found in each of the five case chapters (Broome, Geraldton, Albany, Denmark, and Margaret River) later in the thesis.

According to Scott (2011), studying tourism policy is important because not only does tourism generate income, but also because of the impact, this has on industry players. Scott (2011) also suggested some aspects of tourism policy are significant because of governments' involvement and cooperation with international carriers, the issuing of tourist visas, interactions between major sectors of government and the use of resources that are also used by the public (e.g., parks, monuments, art galleries and public transport). In addition, government funds are often used for industry-related marketing (Ahmed & Krohn 1990). Governments are also important as:

“Only governments are sufficiently powerful to provide political stability, security and legal and financial frameworks which tourism requires; essential services and basic infrastructure. And it is only national governments that can negotiate and make agreements with other governments on issues of immigration and air traffic and landing on national territory (Elliot 1997, p. 2).”

Tourism development started because some people obtained enough resources to undertake what might be termed hedonistic lifestyles, at least for a while (Scott 2011). This made tourism distinct from other segments of the economy, in which tangible benefits have traditionally been the focus of governments' policies (Scott 2011). Government economic intentions may alter over time if it identifies new sectors and some potential benefits from supporting these sectors are recognised. Consequently, tourism has attracted interest from academics and planning professionals because of its potential as a development tool (Kastenholz, Davis & Paul 1999). However, this potential can be difficult to obtain because stakeholder organisations are often ill-defined (Scott 2011). Stakeholder organisations include tourism business operators, business associations, cooperative marketing organisations, special interest groups, government bodies, people networks, non-government organisations, the residential community and of course, visiting tourists. Interestingly, tourism is one of few industries with a separate field of research in the Australian Bureau of Statistics' taxonomy, (FOR 1506); making its economic and social importance clear. Indeed,

tourism is seen to expand a country's or region's exports beyond 'traditional' commodities (Bryden 1973).

As noted earlier, tourism development often helps "the achievement of broader economic, societal and cultural, and environmental goals" (Crouch & Brent Ritchie 1999, p. 457). Conversely, rapid tourism development can raise community concerns (Fleischer & Felsenstein 2000). Despite this, past research does not provide direction about to formulate tourism policy to prevent such outcomes or even suggest who should contribute to the shaping of such policy. The need to understand all sides and the role policy plays is important and the lack of a policy-focused discussion suggested the study's broad areas for investigation, which it was hoped would increase our understanding of the impact tourism policy has on regional tourism.

The way tourism can affect a region's or a town's economic performance is well-established (e.g., Belaguer & Cantavella-Jordá 2002; Borma 2012; Whitford 2009). However, tourism relies on cultural, historic, ethnic, geographic, or natural uniqueness (Edgell & Swanson 2013). While some of these attributes are found in regional Western Australia, tourism requires infrastructure and public facilities, which suggests government's policy is likely to play an important role in a destination's success.

Consequently, this study was undertaken to examine:

- How tourism policy and strategy variables might affect performance.
- The ways through which tourism policy and strategy might influence the growth and development of tourism destinations and the tourism regions in which they are located.
- The contribution tourism policies and strategies can make to regional economic development.

Sautter and Leisen (1999) identified some of the variables that might align tourists' and residents' interests, to identify strategies to reinforce stakeholder alignment, as several researchers have suggested stakeholder sentiment is important to successful policy and strategy implementation, as was discussed in the preceding section.

In developing a tourism-planning framework, using stakeholder theory as a base, Sautter and Leisen (1999) recognised eight destination actors, or stakeholder groups (Local Government, the tourism business environment, significant tourism leaders, tourism employees, the local tourism association, the local business association, the general business environment, and the residential community). Further, at least five factors that might influence tourism success, have been identified (Bornhorst, Ritchie & Sheehan 2010):

1. Policy and strategy for tourism.
2. Membership and stakeholder participation.
3. Tourism marketing and promotion.
4. Tourism information and research.
5. Tourists' decision-making processes and buying behaviour.

Consequently, the present study drew on these factors in its analysis. Here, the tourism destination was the unit of analysis and the actors examined included people who were actively involved in tourism from the supply side, either as agents or as providers of tourism products and services. Data from multiple destinations were analysed to better understand the relationships of interest, and the research questions were informed by data collected from tourism informants (government and institutional) at a State level in the preliminary phase of the project. Appendix C provides information about tourism in regional Western Australia, while Appendix D (the case study protocol) informed the formulation of the research questions and the answers to these questions are presented in the final chapter (Chapter Ten). The following research questions were formulated to achieve study's overall purpose, namely:

RQ1: How do participants feel the processes of planning, managing, and measuring tourism contribute to formulating and implementing tourism policy?

RQ2: How do participants feel about using tourism policy to create a positive tourism destination environment?

RQ3: How do participants feel tourism supply planning impacts policy and strategy?

RQ4: How do participants feel tourism policy impacts on collaboration among tourism players in their destination?

RQ5: How do participants feel tourism policy affects conflicts of interest in their destination?

RQ6: How do participants feel tourism policy affects having a tourism destination policy when this could help them become a better tourism destination?

RQ7: What sorts of tourism features do participants feel are important to bring tourism success to their destination?

The study also attempted to determine which aspects participants in each destination felt contributed to tourism success or could improve tourism outcomes, which led to an additional research question:

RQ8: What did each tourism destination feel was most important to them to accomplish tourism success and what was their sentiment about those features they considered important?

The study also attempted to determine the factors that were most important to each participant group of stakeholders, which led to a final research question:

RQ9: What did each participant group feel was most important to achieving tourism success and what was their sentiment about those features they considered important?

The next section briefly discussed the research that was undertaken to answer these research questions.

1.3 The study's research design

A case study approach was suitable, as each destination was seen “as a distinct experiment that stands on its own as an analytic unit” (Eisenhardt & Graebner 2007, p. 25), while Yin (2014) suggested “single- and multiple- case designs (are) variants within the same methodological framework” but multiple case designs are more compelling, as they can be used to replicate, contrast, and extend our knowledge.

Eisenhardt (1989a) proposed a case study research approach that built on previous suggestions by Miles and Huberman (1984), Yin (1981a), Yin (1983) and Glaser and Strauss (1967), and this provided the present study's framework, especially as Yin (2009) has suggested a case study approach should be considered when:

- The focus of a study is to answer “how” and “why” questions.
- The behaviour of those involved in the study cannot be manipulated.
- There is a need to examine contextual conditions because they are relevant to the phenomenon being studied.

Baxter and Jack (2008) also suggested using a case study approach when the boundaries between a phenomenon and context are not clear. Yin (2009) also argued case study research is “an empirical enquiry that investigates a contemporary phenomenon in depth and within its real-life context especially when the boundaries of the phenomenon are not clearly evident,” which was especially relevant here.

1.4 Contributions of the present study

“The causes and consequences of policies, decisions and action cannot remain independent of the political process and cannot be value free” (Hall & Jenkins 1995, p. 3).

An important contribution of this study was its approach to the examination of the development of tourism policy and strategy and how this influenced the formulation of tourism policy and strategy at various government levels and, especially in regional Western Australian tourism destinations, where such an analysis has not previously been undertaken. Further, there have been few institutional studies of regional tourism in Western Australia and these did not answer questions about what tourism policy and strategy meant from the perspective of regional tourism stakeholders. This research was designed to:

- Identify actors in the tourism network at a Federal and State (Western Australia) level, including State departments and agencies, non-government

organisations, Local Government and organisations or associations directly involved in tourism in regional destinations.

- Outline a history of recent tourism policy, public policy, and strategy development in Western Australia (i.e., 1995 to 2015).
- Trace documented and recorded policy and public policy contributions (direct and indirect contributions to tourism) at the three levels of Government in a Western Australian context.
- Investigate and examine the impact of tourism policy and strategy in Western Australia by collecting and analysing interview data from relevant actors at a State and local level.
- Examine these tourism stakeholders' perceptions of the impacts tourism policies had in their destinations.
- Determine and categorise the concepts that were most important to tourism stakeholders in the regional tourism destinations.

1.5 An overview of the thesis

The thesis has ten chapters, which are discussed in turn. Chapter 1 introduces the research problem and the research issues, with some examples of the expected contributions. Chapter 2 presents a literature review and discusses the theories and frameworks used in the analysis and examination of tourism policy, its creation and implementation, and its effectiveness in regional tourism destinations.

Chapter 3 describes the two methodologies used in this research. The first was a search and examination of documentary evidence of tourism policy and strategy produced by governments, non-government organisations and local tourism associations. The second was a series of in-depth interviews with relevant stakeholders that included representatives from government and its regional agencies, regional tourism organisations, local tourism and business associations and key industry players in regional tourism destinations.

Chapters 4 to 8 are case studies for each of the five destinations included in the study. Each provides a background to the destination and outlines the tourism sector's characteristics. An analysis of tourism plans produced at a local level and an analysis of the interview data collected at the destination is provided. Chapter 9 provides a cross-case study of the interview data collected in the five destinations. These data were analysed from two perspectives. First, from the perspective of each destination, and second, from the perspective of the destinations' participant groups. Finally, Chapter 10 presents the results and implications drawn from these results, followed by recommendations and conclusions for theory and the management of regional tourism.

1.6 The research context

The present study was undertaken in regional Western Australia. Five coastal destinations from across the State, described as tourism destinations, were selected to make the study manageable. Each destination has a tourism history, and each has a special story to tell in terms of attributes, characteristics, and qualifications as a tourism destination. The destinations have had varying degrees of success, ranging from the most popular to the "once-was" most popular.

To better understand tourism in regional destinations (i.e., investigate policy and strategy in a regional tourism destination), the study traced the development of tourism policy, public policy and, indeed, any planning that might have influenced the development of tourism across Australia from 2000 onwards. Thus, the study examined and investigated tourism and tourism related documentation, analysed semi-structured interview data obtained from State, regional and local participants and sought anecdotal evidence from the five tourism destinations.

1.7 Conclusion

This study examined many published documents that discussed tourism at a national, State, regional and local level and obtained and analysed data from interviews with relevant actors in five selected regional destinations to answer the research questions outlined earlier. Stakeholder theory and stakeholder relationships appear throughout this chapter because of its underlying significance to building a foundation for

developing tourism policy and strategies emanating from policy. The study was necessary, as surprisingly, little attention has examined the ways in which tourism policy is formulated, perhaps because researchers have approached tourism studies from the boundaries of the disciplines in which they were trained (Echtner & Jamal 1997).

This research was undertaken to make sense of the complexities involved in formulating tourism policy and to examine policy and strategy formulation in a regional context. Prior research has suggested good tourism policies are needed to achieve tourism success (Bornhorst, Ritchie & Sheehan 2010) and has noted coordination, collaboration, partnerships, and networks are important, with integration being crucial, suggesting the importance of this study, as was outlined earlier in the chapter. The next chapter offers a perspective of the study's research questions through a strategic review of relevant literature on policymaking and strategy for tourism, including relevant regional development literature.

Chapter Two

A Literature Review

2.1 Introduction and chapter overview

“Policy analysis is what information systems are not (Wildavsky 1979, p. 26).”

Chapter One presented the research problem, outlined the study’s purpose and discussed the research questions that were pursued in order to better understand how stakeholders in tourism destinations viewed policy, strategy and indeed, any form of planning for tourism. Tourism policy development and planning for tourism affects how tourism grows and who benefits (Dredge & Jenkins 2007; Hall & Jenkins 1995). As groups and individuals are involved when policies or programs are developed, it is not uncommon to collect and analyse qualitative information to determine whose interests should be taken into account (Schmeer 1999) especially as “knowledge of tourism policy and planning is conditioned by social factors and these influence how problems are identified” (Dredge & Jamal 2015, p. 285). Further, policy and strategy analysis makes the stakeholder central. For this reason, stakeholder theory was mentioned directly and indirectly throughout Chapter One and, consequently, is not included in this chapter to a similar extent. An emphasis of this thesis is indeed the key players in destination tourism, and Rose (1973) suggested each destination could be characterised by data that requires context (i.e. is anchored in a framework and in a place). Hence, this study used a multiple case approach as it was felt tourism policy and strategy might need to differ from one destination to another, as determined by the needs of that destination.

Schmeer (1999, p. 1) also noted that, “politics as much or more than technical information drives change”, suggesting the management of politics is crucial to policy development. Thus, there is a need for information about the key players who have an interest in such change, as, only when key players have been identified, can policy makers predict whether changes will be supported. Further, the identities of the key players will influence plans and can suggest the tactics that might be used to promote

support or reduce opposing actions. All these comments about planning in general apply to tourism in particular.

This chapter examines the reasons why tourism policy needs to be studied and analysed and how policy is given form to achieve desired policy and strategy outcomes. Rose (1973, p. 67) suggested the application of a framework is essential to understanding the policy process and noted “data must be placed in a process, as well as located in a geographical space”. He argued policy evaluation “within the context of a single space, cannot, ipso facto, assume the findings are true elsewhere” (Rose 1973, p. 70). Consequently, five tourism destinations were examined here.

While some people travel for business, the reasons why people go on vacation have increased dramatically, with many new forms of tourism occurring because of people’s interests (e.g. wine and food tourism and religious tourism). Consequently, approaches to tourism planning changed as consumer demands altered. Tourism planning might also give rise to organisational change (Hogwood 1995) that suggest further changes in tourism policies and strategies. This process of policy and strategy analysis (i.e. looking backward to more forward) makes the analysis of tourism policy even more important.

This chapter provides a background to some of the components that gave rise to the tourism movement and examines how these might be as important today as they were when ‘tourism’ began. The chapter addresses the purpose and process of tourism policy and its economic, societal and environmental aspects. In general terms, the economic purpose of policy is the creation of wealth. However, the distribution of this wealth is social in nature and, therefore, there is a societal purpose. As there are also environmental effects that have economic and societal implications (Fenna 1998), this chapter also looks at some broader regional development issues.

There are challenges and issues in developing tourism policy, as tourism is an odd industry, as it “is an amalgam of industries and it is usually defined by consumption rather than production” (Mullins 2009, p. 326). Tourism is consumed by tourists and residents, which suggests urbanisation might be important. Urban governance has three dimensions (political, economic and institutional), through which authority is exercised for people benefit (International Institute of Administrative Sciences 1996

in Wettenhall 2003). The political dimension refers to how those in authority are selected, elected, monitored and replaced. The economic element refers to the use and application of resources, ensuring this is directed through appropriate rules and regulations. The institutional aspect refers to the collaborative elements of governance and the processes through which governments interact with society and public institutions. Finally, the chapter identifies some challenges in regional development from a tourism perspective, as these impact on tourism policymaking and implementing processes.

2.2 Reasons for studying tourism policy

Hogwood, Gunn and Archibald (1984) suggested policy analysis can have different meanings and differentiated between academic and applied studies. Hogwood (1995, p. 60) suggested the classification of approaches shown in Figure 2.1, describing one approach as involving descriptive activities (types 1 to 4) and another as involving prescriptive activities (types 5 to 7). He also suggested evaluation (type 4) has a descriptive purpose that can be used to enhance our understanding of the elements that give policy form.

1	2	3	4	5	6	7
Study of Policy Content	Study of Policy Process	Study of Policy Outputs	Evaluation	Information for Policy Making	Process Advocacy	Policy Advocacy Analyst as Political Actor Political Actor as Analyst
POLICY STUDIES <i>(Knowledge of policy and the policy process)</i>				POLICY ANALYSIS <i>(Knowledge of the policy process)</i>		

Figure: 2.1: Types of public policymaking

Source: Hogwood and Gunn (1984 p. 29)

Hogwood (1995, p. 60) argued this information can be used for policy making by having two overlapping groups, “with 1 to 4 used for obtaining a knowledge of policy and the policy process, and 5 to 7 (used) in the policy process and that “these activities actually represent the critical appraisal of assumptions, methodology and validity of policy analysis”. Subsequent chapters explore these activities in the context of policy formulation in Australia through documentary research, interview data and anecdotal evidence.

The word policy is often used to describe the direction and the goals a government or organisation wishes to follow over time (Page & Connell 2014). Policy focuses at a very high level of direction and is involved in setting goals, while strategy or strategic planning places more emphasis on implementation and outcomes. This is where matters of tourism policy become important (Hall 2007b). Further, there are many tourism stakeholders, including Australia's three levels of government, non-government organisations, significant tourism individuals and numerous other people (often in interest groups) who are tourism industry players. Clearly, tourism policy is in the realm of government, which means it is also about politics and, thus, involves 'a study of tourism of politics' (Hall 1994, p. 2). As Lasswell (1936) cited in Hall 1994 p. 2) noted, 'politics is about power, who gets what, where and how', which suggested there are significant issues involved in the development of tourism policy. Politics is the activity of making decisions, which is also governed by policy and ideology that affect policy decisions. Further, it is about who makes these decisions and what processes are involved, where they are performed and about how such decisions are implemented (Jaensch 1992). Lasswell (1954) argued policy should have three characteristics, namely:

1. It should be multi-disciplinary.
2. It should be problem solving.
3. It should be normative.

This raises a question about policy and what is referred to as public policy. One might consider it reasonable that when governments attempt to engage the community in the process, calling this phenomenon public policy makes sense. Thus, in describing public policy there is a suggestion such processes are the actions of government and the government's intentions determine actions. Indeed, Dye (1992, p. 2) suggested "public policy is whatever governments choose to do or not to do", which might imply a form of measured choice between alternatives, while Roberts (1971) defined public policy (in Jenkins 1978, p. 15) as:

"A set of inter-related decisions taken by a political actor or group of actors concerning the selection of goals and the means of achieving them within a

specified situation where those decisions should, in principle, be within the power of those actors to achieve.”

There are many definitions of policy and public policy; some of which are complex, while others are simple. However, most agree public policies result from decisions made by governments and that analysts need to take account of the intentions behind government actions. However, Hall (1994, p. 3) has suggested “tourism is not the result of a rational decision-making process”, while Peck and Lepie (1989, p. 216) noted tourism is “an outcome of often complex and interrelated economic and political factors”, as well as other natural attributes and elements that provide tourism products in a destination. It seems these factors collectively contribute to a political process that includes participants’ values. Indeed, as was noted much earlier by Lindblom (1959, p. 82), “one chooses among values and among policies at one and the same time”. Clearly, there is a need to ‘reach an understanding of [tourism’s] inherently political nature (Hall 1994, p. 5).

Turner (1997) described policy as a continuous process with three interrelated aspects, namely:

1. The intentions of political actors.
2. The way decisions and non-decisions are made.
3. The outcomes or implications of these decisions.

As already noted, Hall and Jenkins (1995) suggested policy is the consequence of the political environment, values and ideologies, which, in turn, are influenced by the distribution of power, institutional frameworks and decision-making processes inside a country or, indeed, a tourism destination.

Studying tourism policy is important because of its impact on the tourism industry and on industry players (Scott 2011). Some outcomes are significant because of governments’ involvement and cooperation with international carriers, interactions between major sectors of government, the use of resources that are also used by the public (e.g. parks, monuments, art galleries, public transport and many other similar

resources), the issuing of tourist visas and the funding of industry-related marketing (Ahmed & Krohn 1990). Indeed, as Elliot (Elliot 1997, p. 2) noted:

“Only governments are sufficiently powerful to provide political stability, security and legal and financial frameworks which tourism requires - essential services and basic infrastructure ... and it is only national governments that can negotiate and make agreements with other governments on issues of immigration and air traffic and landing on national territory.”

According to Bryden (1973) the level of tourism activity in a country has an effect on a government's interest. Indeed, when Bryden (1973) examined tourism-dependent nations (in the Caribbean) found governments were heavily involved in tourism. Deloitte (2013) has suggested tourism is crucial to Australia's next wave of prosperity, suggesting Australia's governments are likely to be involved in tourism and government policy is likely to have a significant impact on the industry.

Jenkins (1980, p. 238) suggested that, while government intervention varies between countries for reasons mentioned earlier (political stability, fiscal measures, security and basic infrastructure), there is an a priori expectation that governments will manage tourism and that part of this management will be the formulation of tourism policies to ensure “tourism policies must relate and harmonise with the country's overall development objectives.” However, (Jenkins 1980a) noted little attention has been paid to the ways through which tourism policy is formulated and that little attention has been paid to policy makers' training and education needs. He noted many policy inputs comes from specialists (economists, planners or financiers) and cautioned that “an essential part of policy information is to ensure that these specialist inputs are melded to form a realistic tourism strategy” (Jenkins 1980a, p. 242), suggesting tourism policy makers should take a broad view of tourism and how it relates to other activities.

Government involvement and the growth of tourism have contributed to perceived negative impacts. Indeed, Krippendorf (1982, p. 135) suggested unrestricted tourism growth might lead to “the positive economic effects of tourism being outweighed by significant social and environmental disadvantages.” He argued for policies to protect the environment. While he was commenting on European tourism, Australians have

expressed similar sentiments about the need for environmental protection (Hall & Jenkins 1995; Matthews & Richter 1991; Richter 1989). Largely, these writers focused on high level analysis and suggested politics and public policy were crucial.

2.3 Travel, urbanisation and city primacy

Lickorish and Kershaw (1958) provided a social and cultural background to the tourist movement going back to the 1800s. They noted travel emerged with industrialisation, commerce and education and people at that time saw intellectual improvement as a prime travel motivator. They told how people travelled to places within the British Isles and Continental Europe to improve their health, leisure and education and to gain worldly knowledge and exposure to the arts. Lickorish and Kershaw (1958) likened modern tourism to the invention of the railways (from 1840 to 1860), when travel within and across national frontiers became possible. Technical developments, such as new forms of transport (e.g. the private car, motor coach and air travel), changed people's habits.

However, tourism is much older than this. For example, Romans travelled for pleasure and recreation, with large numbers of people travelling in the summer to visit the seaside, temples, shrines, festivals and thermal baths for health and amusement (e.g. Lickorish & Kershaw 1958; Baliero & Quintiero 2018). What is apparent in both scenarios is that economic development led to prosperity and leisure that, in turn, gave rise to tourism.

As cities got larger and became permanent settlements they provided many attractions for both locals and visitors (Wirth 1938). Indeed, the main city of any country is likely to be a tourist destination, as "all over the world, it is the Law of the Capitals that the largest city shall be super eminent" (Jefferson 1939, p. 237). Capital cities imply city primacy, and primacy, in the original Jeffersonian sense of the term, means that "the size of the first city in the country is disproportionately large in relation to the size of the second city" (Mutlu 1989, p. 611). In general, whenever the size of the first to that of the second city exceeds two, the first city is said to be primate. Mutlu (1989) revisited Jefferson's theory, building on urban and primacy concentrations. He suggested reduced urban concentration issues could be helped by policies designed to

reduce income inequality, decentralise administration and, where feasible, to relocate some of the economic, political and administrative centres from larger to smaller cities, which might also affect their tourism potential.

For example, Mullins (2009) discussed Australia's Gold Coast's transition from an industrialised region and noted how the Gold Coast, which was intended to be the State's second commercial region, became one of Australia's first successful tourist cities. While the Sunshine Coast followed in the Gold Coast's footsteps, the Gold Coast remains larger and more successful. Mullins (2009) referred to such cities as 'consumption cities' and suggested they grow incrementally faster than other cities. Interestingly, Pearce (2001) had noted the same phenomenon in coastal Europe and the United States. The 'birth' of destinations for any type of industrial activity is often driven by a government's economic development policies. Thus, the development of a tourism destination might require governments to create necessary infrastructure. Despite this, Mullins (2009) argued little has been written about tourism urbanisation and that no conceptual or theoretical foundations have been developed. However, research into cities' economic development suggests people's movement from rural and remote areas to cities has impacted positively on tourism (Tyler & Dinan 2001). If so, this suggests tourism can develop by linking urbanisation, city primacy and economic development. Given current tourism leanings in Australia and, indeed in Western Australia, the three levels of government might collaborate with key tourism players by taking an integrated approach to tourism planning.

Why do governments make decisions about developing a tourism industry? Tourism is a major economic sector around the globe and one of the world's fastest growing industries. Indeed, international tourism is fourth among the world's leading industries (Makhlouf 2012). Globally, the economic value of tourism was around US 7.9 trillion dollars in 2017 (WTTC 2018). Not surprisingly, tourism is found on every country's agenda, as it contributes significantly to national economies, provides a great deal of many countries' foreign exchange, generates employment and stimulates regional development (de Sausmarez 2007). The World Travel & Tourism Council (2019) suggested nearly 10% of global employment is supported by tourism and that one in five jobs created in the last decade was in the travel and tourism sector (World Travel Tourism Council n.d.).

Governments determine how tourism works and governments have a responsibility to ensure tourism functions effectively as an industry. If the benefits of tourism are to be realised, a sound, sustainable policy and appropriate investment in needed infrastructure is required (Narayan 2006). Such government investment may include owning direct and indirect assets and providing all forms of the services that make the tourism industry operate effectively.

Fayos-Sola (1996) and Smeral (1998) argued for government involvement in tourism and tourism policy formulation, as governments need to understand the cultural, social and environmental effects of tourism besides the economic impacts it brings. Governments need an understanding of tourists' use of public goods and services and, because of the spatial nature of tourism and on the need for a long term vision, sound tourism planning is critical (Ramsamy 1994). Governments also need to be involved because of the potential market for failure. This does not refer to the financial failure of tourism businesses, but, as Choy (1991, p. 328) explained, such market failures arise "in situations where market forces do not contribute for the total costs and benefits of tourism economic activity". He suggested governments should focus on issues that are not accounted for by market forces and, consequently, need to develop programs, legislation and regulations to maintain living standards and conditions.

Scott (2011) noted tourism has consequential effects on communities and natural environments and that these effects need to be controlled and managed. Tourism is also affected by catastrophic events, crisis and disasters, such as storms, terrorism and earthquakes, which has led to calls for government involvement (Cioccio & Michael 2007), as there has been a lack of properly developed disaster management plans in many tourist destinations in the past (Faulkner 2001).

Several references were found to 'tourism policy' and 'tourism public policy' and a consensus was evident that these meant similar things. According to Hall and Jenkins (1995, p. 5), "public policy-making is first and foremost a political activity" and has economic, social, cultural and environmental characteristics. Self (1993) adds that it is also affected by the formal structures of government and other features in political systems. As Hogwood, Gunn and Archibald (1984, p. 24) observed:

“For a policy to be regarded as public policy, it must to some degree have been generated or at least processed within a framework of government procedures, influences and organisations.”

The term tourism planning was strongly associated with tourism policy (e.g. Dredge & Jenkins 2007; Hall & Jenkins 1995; Dredge & Jamal 2015). Further, tourism policy and tourism strategy were referred to the same set of actions and reactions associated with the policy process. Therefore, here, tourism policy and tourism policy and strategy were used interchangeably.

2.4 Why develop a tourism policy?

As already noted, many researchers have attempted to describe tourism policy (e.g. Hall & Jenkins 2004; Greenwood, Williams & Shaw 1990; Kerr 2003; Lawrence & Dredge 2007; Richter 1983) An examination of these definitions found some common words and combinations of words (e.g. concept; actions; inactions; decisions; regulations; rules; guidelines; directives; objectives; strategies; framework; collective decision; individual decision; conscious choice; deliberate action). However, the most common theme related to government and governments. A simple definition for policy was a principle that guides decision-making and helps achieve rational outcomes (Blakemore 2005), with Dye (1992) suggesting a principle is a statement of intent that ultimately becomes a procedure.

There are many justifiable reasons for policy studies (process and analysis), and Hall (2008) provided three. While these reasons are not directly related to tourism, they can be interpreted from a tourism perspective. Thus, there is a need to:

1. Develop an ability to understand how tourism policy decisions come into being and the impacts these decisions create. For example, policy decisions require input from a broad spectrum of stakeholders and policy effectiveness is only achieved with the cooperation of those who are affected by the outcomes.
2. Develop an ability to understand the data needed to make tourism related decisions and to construct solutions to the practical problems that are likely to emerge. This activity, which requires a deep investigation statistical and

qualitative information, is painstaking. However, without such investigations it might be difficult to craft a solution.

3. Obtain an understanding of the interests and values of those who are directly and indirectly involved in tourism, as well as the providers and consumers of tourism products and services.

Thus, tourism stakeholders, including those in tourism networks and tourism institutions outside government, are invaluable parts of the tourism policy-making process, as is government. However, as noted in Chapter 1, government involvement is essential because of tourism's consequences. As this study focused on regional tourism, the next section provides discusses how regional development might influence tourism policy and strategy.

2.4.1 A tourism context for regional development

McCall (2010) suggested regional development became a discipline in the 1950s. The discipline had a strong economic emphasis, with development being driven by business performance and assessed using employment, growth and profit measures. However, since the late 1990s, "political science, public policy and sociology became critical disciplines alongside economics (McCall 2010, p. 1)." This change in perspective suggests regional policy requires more attention be paid to non-economic factors.

As is the case for many destinations around the world, tourism's economic and political significance has become more pronounced in Western Australia. Indeed, in some regional centres, tourism is a critical economic contributor. More generally, Saarinen (2010, p. 92) suggested that, "the tourism industry is an important, growing and crucial element in ... regional economies and in everyday life" and this is certainly true for some Western Australian regional centres. Many tourism destinations are seasonal and Bell and Ward (2000) found such temporary moves had three dimensions (duration, frequency and seasonality). They argued this form of movement can be useful for consumption related modelling; a topic relevant to this study. Interestingly Bell and Ward (2000, p. 87) found "a complementary and substitution process in the connectedness of temporary and permanent mobility for individual and aggregated

levels across space and through time.” Such findings might also explain the growth of tourism in recent times, as it has been supported by “increasing free time, free movement of capital and labour force and the successful diffusion of neo-liberal politics (Saarinen 2010, p. 92).” Thus, tourism should be integrated into regional development planning and government involvement is crucial.

While it has been suggested tourism is a significant regional development tool for many years (e.g. Ullman 1954; Friedmann & Alonso 1964) and stakeholders feel tourism is often neglected. Indeed, Hall (2007a, p. 17) suggested “tourism’s role in regional development remains poorly understood” and that governments do not pay tourism the attention it needs to be a strong regional economic driver or to create a strong social environment. The development of regional tourism has been associated with several notions of economic and societal contribution. However, development and growth can have negative effects (Murphy 1981; Ratz 2000) which can lead to local opposition to tourism developments. Indeed, Crick (1989) argued we still do not know how to measure tourism’s impacts, perhaps because tourists view their experience as important, while residents view their quality of life as important. However, Ayres and Potter (1989, p. 13) found leaders’ and residents’ attitudes underlie local actions and that leaders were more change oriented, which was important, as:

“The attitudes of residents and leaders toward change in the community are believed to play a very important part in determining the types of social action undertaken in the community and the levels of support or resistance to change.”

Tourism developments in regional destinations require consensus among stakeholders (Sautter & Leisen 1999). However, Local Government and significant tourism leaders generally look at tourism as means to an end, without necessarily considering the public’s concerns. Indeed, Lankford (1994, p. 42) found local residents sometimes opposed tourism development because of Local Government’s inability “to mitigate negative impacts of tourism through their long planning efforts,” while Summers (1986) observed those in authority in rural communities face multifaceted problems due to social forces in their communities.

2.4.2 A policy process for regional tourism

C. Jenkins (1982, p. 239) proposed that “tourism policies must relate to and harmonise with ... wider objectives.” However, historically, some governments’ tourism public policy tenet was to provide opportunities for private initiatives OECD (1974) Tourism Committee Report. Interestingly, this OECD report also suggested government intervention was necessary, as private sector efforts often do not satisfy demand. Indeed, the report noted “public opinion began to accept that governments were better positioned to deal with certain problems of national importance and better placed to make choices when conflicts between social and economic considerations arose” OECD (1974, p. 2) Tourism Committee Report.

Richter (1989, p. 2) suggested the tourism industry is a “highly political phenomenon” and (Peck & Lepie 1989, p. 216) noted “the nature of tourism in any given community is a product of complex interrelated economic and political factors.” Even beyond the government’s realm, Hall (1999, p. 274) noted “issues of coordination, collaboration and partnerships are now at the forefront of much tourism research (trying to find) new solutions to resource management and destination development.” Consequently, political factors often dominate the policy process and the development of tourism policy is layered in intricacies that emerge as a result of its constituents’ institutionalist, pluralist and elitist characteristics.

Stevenson, Airey and Miller (2008) have suggested tourism policymaking is a social process and that the tourism environment is turbulent and lacks clarity, consensus and congruence, which makes things more difficult. Further, Dredge and Jenkins (2011, in Ioannides 2012) found there were strains, pressure, tussles, involvedness and complications in the development of tourism policy and strategy. This suggests there is no fixed prescription when developing tourism policy and that such policy-making is complex, involving “negotiation between people in the context of wider change (Stevenson, Airey and Miller (2008, p. 732).” Indeed, Wildavsky (1979, p. 3) observed that, “policy analysis ... is one activity for which there is no fixed program, for policy analysis is synonymous with creativity, which may be stimulated by theory and sharpened by practice.”

Consequently, Wildavsky (1979) suggested creativity is important and that it is only when the criteria for evaluating problems or issues (a reiterative process in itself) are crystallized that a solution can be found. Pressman and Wildavsky (1973, p. xv) claimed that, “policies point to a chain of causation between initial conditions and future consequences” and that policy only becomes a program when a policy is legislated. Further, Brooks (1993) stated that “policies imply theories” and suggested theories set direction that allow policy-makers to undertake tasks by differentiating important information from that which is irrelevant. Unsurprisingly, Majone (1980a) suggested public policy is dependent on policy analysis, which he described as the generation, discussion, and evaluation of policy alternatives.

2.4.3 The Australian policy cycle: An overview

This section is based on Althaus, Bridgman and Davis’s (2013) Australian Policy Handbook (Handbook), which is used by government practitioners and reflects the way governments work when formulating policy. This section also draws on material cited previously. Althaus, Bridgman and Davis (2013) suggested that policies often start with the identification of problems or issues that emerge from interactions between stakeholders (directly or in the media) that suggest desired outcomes need government action. Such problems or issues may not be new and can develop, as policies need to be reviewed over time. Althaus, Bridgman and Davis (2013, p. 37) suggested Australia’s policy cycles usually begin with “issue identification, and then proceed through policy analysis, policy instruments, consultation, coordination, decision, implementation and evaluation,” as can be seen in Figure 2.2.

An important aspect of problem and issue identification is the selection of such issues by governments. It seems the importance a topic has to a government determines the government’s willingness to commit resources. The identification of problems or issues is based on information, uncertainty and prioritisation (Jones & Baumgartner 2005). This requires definition, as policy-makers often face “ill-structured problems (that) are extremely difficult, or even impossible” to define (Simon 1973, p. 181).

Turning an ill-structured problem into a well-structured problem is the policy analysis stage, which Wildavsky (1979, p. 3) suggested “is synonymous with creativity” and akin to an “art” or “craft”. Althaus, Bridgman and Davis (2013) noted that policy

analysis occurs after a problem is defined, with the next stage being the setting of goals and objectives. This is followed by a search for alternative solutions and the selection of potential solutions. Policy problems or issues and solutions are analysed from four perspectives (economic, social, environmental and legal), which are governed by legislative principles. A final and important perspective is the “political analysis of options” Althaus, Bridgman and Davis (2013, p. 85), a task reserved for the political domain. Consequently, politics is fundamental to policy analysis, which means policy cannot be removed from government. What this might imply is that, at this stage, policy choices will show “awareness to the government’s principles and sensitivity to issues important to the political domain (Althaus, Bridgman and Davis (2013, p. 86).” Indeed, it has been suggested “agreement on policy (is) the only practicable test of a policy’s correctness” (Lindblom 1959, p. 54).

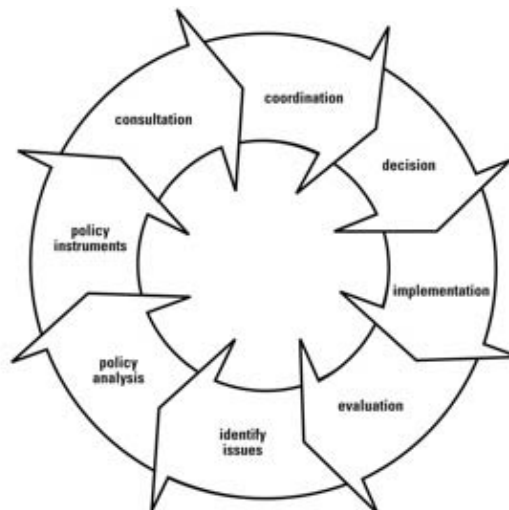


Figure: 2.2: The Australian Policy Cycle

Source: Althaus, Bridgman and Davis 2013 p. 38

Lindblom (1959, p. 81) proposed two policy analysis models, which he termed the Rational-Comprehensive approach and the Successive Limited Comparisons or Incrementalist approach. Rational policy making called for the clarification of values, as distinct from the empirical analysis of policy alternatives. Thus, in this type of model, ends are first determined and then the means to achieve these ends are sought. Conversely, within the incrementalism, the stages in the rational policy making sequence are not used as extensively and analysis is limited. Lindblom (1959, p. 86) supported this approach, arguing “policy making is a process of successive

approximation to some desired objective in which what is desired itself continues to change under reconsideration.” In spite of shortfalls “this probably most accurately describes how (Australian) policy-making proceeds (Althaus, Bridgman & Davis 2013, p. 87).”

The next three stages in the policy cycle are policy instruments, consultation, and coordination (Figure 2.2). Policy instruments are the methods used to achieve policy objectives. Althaus, Bridgman and Davis (2013) identified five common types of policy instruments that had been suggested by Hood (1983), namely:

1. Policy advocacy.
2. Policy through networks.
3. Policy through funding to shape activity beyond government.
4. Policy through direct government action.
5. Policy through law and other official authority such as organisations like government agencies.

Althaus, Bridgman and Davis (2013, p. 100) suggested policy instruments are selected based on “appropriateness, efficiency, effectiveness, equity, suitability, workability and scalability.”

There is a lot of pressure for policy consultation in Australia due to “new forms of accountability, including developments in administrative law, encourage consultation as a phase within the policy cycle (Althaus, Bridgman & Davis 2013, p. 101).” However, “consultation is a crucial process, yet deeply problematic” because it is subject to personal and/or organizational values and political influences (Cook 2002, p. 516). Further, it is unclear “whether government ever listens (Haas 2004, p. 569).” Althaus, Bridgman and Davis (2013) noted there was a need for special interest groups to participate but were concerned professional lobby groups might dominate the process.

Coordination can take many forms and “it is a well-founded assumption that contemporary government is increasingly networked (Voets, Van Dooren & De Rynck

2008, p. 774).” An important aspect of coordination is the Whole-of-Government approach to policy making. As mentioned earlier, tourism crosses many parts of government and, in Australia, this approach centres around four areas (culture and philosophy of government, improved ways of developing policy, new accountabilities and incentives, and new ways of working horizontally or policy alignment) (Connecting Government: Whole of Government Responses to Australia’s Priority Challenges, Report of the Management Advisory Committee, Canberra: Commonwealth of Australia) <https://www.apsc.gov.au/2018>.

Althaus, Bridgman and Davis (2013) suggested policy coherence relates to the consistency with which policy intentions are communicated. This can be important, as “a lack of policy coherence sends confusing messages to potential policy targets (Schneider and Ingram 1997, p. 381).” May, Sapotichne and Workman (2006) found considerable variation in coherence among policies in different areas (e.g. the environment and energy), among policies affecting different groups (e.g. children, or families) and among policies for different geographic areas (e.g. rural or urban). They suggested:

- Variation in policy coherence results from the different focuses of interest groups.
- The greater the institutional influence (in government) the (better is) policy coherence.
- Policy coherence is (better) in policy domains for which there is a dominant executive (government) agency.
- Policy coherence and policy politics are intertwined.

Clearly, tourism policy coherence in regional Western Australia should be examined.

The next phase in the Australian policy cycle (Figure 2.2) is the decision stage. At a National and State level, policy decision-making belongs to the Cabinet and it is only after policies pass through Cabinet that they become policy. Indeed, Cabinet is where the whole-of-government concept functions and where Ministers act collectively to consider the range of ideas that are put before government. This is also where

Ministers consider the “political risk and benefits associated with the pursuit or non-pursuit of ... policy options (Althaus, Bridgman & Davis 2013, p. 155).” Ministers usually follow a process that ensures needed data and advice are at hand (e.g. financial, legal and social impact data) when making choices. This might involve substantial initial work with stakeholders to secure needed support. These activities are structured to ensure policy coherence, clarity and consistency.

The implementation phase is where policy instruments are activated. However, Althaus, Bridgman and Davis (2013, p. 168) noted “implementation issues must be considered long before it get to the Cabinet” and are likely considered at every stage of the policy cycle. They suggest this is a hallmark of robust policymaking, especially when combined with learning processes undertaken to ensure policies work as intended. While good implementation is critical; policies can fail for other reasons, especially in tourism, which operates in a very dynamic environment. Consequently, tourism policies need to be monitored after implementation to ensure they are effective (Hall & Jenkins 1995). Rutman (1980, p. 17) suggested effectiveness is “the extent to which a program achieves its goals and spawns certain effects”, a process Vedung (2013) termed impact assessment. Thus, monitoring can be seen as policy evaluation (the final phase), although Althaus, Bridgman and Davis (2013, p. 191) noted that “the Policy cycle ends – and restarts – with evaluation.” They saw evaluation as having three purposes, namely:

1. To determine how well a policy met its goals.
2. To ensure the accountability of officials tasked with policy implementation.
3. To obtain useful insights and hints for future policymaking.

In summary, evaluation is a way to assemble and manage information about a policy or a policy program, supporting the Hogwood, Gunn, and Archibald (1984) suggestion that evaluation is a critical part of the process.

2.4.4 Regional tourism and economic development

Baum (1994, p. 187) suggested tourism assists economic development, as it helps obtain “foreign revenue to assist balance of payments; provide employment nationally, regionally and locally; improve regional and local economies and create awareness

about the country.” Thus, it is not surprising many governments are concerned about tourism, which has led them to research and disseminate tourism information, strengthen tourism destinations’ images, ensure market access and develop appropriate infrastructure (Scott 2011).

However, studies into the relationship between tourism and economic growth have found “inconsistent and sometimes even conflicting results” (Aratuo & Etienne 2019, p. 333). One research stream argued for a “tourism-led economic growth hypothesis,” reflecting the ideas of Scott (2011) and Baum (1994) respectively, while another argued for a “tourism and economic growth hypothesis” in which the causality runs from economic growth to tourism, or bi-directionally between the two variables (Aratuo & Etienne 2019). This variation of views might be because tourism-related businesses are treated as a single group (e.g. Mill & Morrison 2002; Tang & Jang 2009) even though some businesses, while they serve tourists, belong to other sectors (Aratuo & Etienne 2019). If so, the economic benefits attributed to tourism come from development and growth in other sectors.

Many see tourism as a poor paying economic sector that has demanding employment conditions. This led Scott (2011) to suggest participants’ pay, conditions of service and education and training should be improved. Ritchie and Crouch (1993) also noted a need to maintain the viability and competitiveness of tourism destinations and businesses so they could deliver long term benefits. Scott (2011) also suggested the industry needed to become more efficient, while Gössling and Michael Hall (2008) argued governments needed to consider environmental impacts; again highlighting the importance of policy.

While tourism has been seen as a growth industry for more than forty years, most suggest this is due to the dramatic rise in many people’s personal income and the generation of wealth around the globe in this period, rather than to the industry itself (Vanhove 2018). While tourism continues to grow, UNWTO has predicted slower growth for the next decade and this may be more noticeable in regional destinations. Given tourism’s importance to many regional destinations it is not surprising regional tourism has attracted attention (Lane 2009). This is especially true in Western Australia, where governments are pivotal to the development of regional tourism,

which is dependent on the general economy, as domestic tourists account for approximately 93% of Western Australia's regional tourism market.

2.4.5 Regional tourism and societal development

Historically, tourism was seen as a social event (Forster 1969). Its development occurred, in some part at least, because of societal responses to the natural and built environment (Page & Connell 2014) and people's desire for social interaction. Sharpley (1994) distinguished between tourism's influence on society and society's influence on tourism. He suggested tourism reveals itself in the eyes of someone moving temporarily away from everyday life to pursue other interests (e.g. escape, relaxation, family bonds, social interaction, sexual opportunity, educational opportunity, self-fulfilment, wish-fulfilment, shopping for leisure, education, doing something new or creative) (e.g. Richards & Wilson 2007; Richards 2011). Jafari and Nash (2005) identified this aspect of tourism studies with anthropology and Cohen (2004) suggested sociology "provided only a partial interpretation of the multifaceted phenomenon of tourism (Dann & Cohen 1991, p. 176)." Selwyn (1996, p. 353) noted tourism had sociocultural aspects and Urry (1990) argued people travelled to get away from work but also to get away from home, a point made earlier by (MacCannell 1976).

(Selwyn 1996, p. 354) also noted that tourists try "to recapture a sense of the authentic, including the authentically social", suggesting there may be a match between tourists' social characteristics and a host community's social characteristics. Hall and Richards (2000) provided a framework to conduct a socio-cultural impact analysis, based on Selwyn's suggestions, which was designed to provide key tourism players with information on host communities' perceptions and attitudes to tourism so perceived positive impacts could be reinforced and perceived negative impacts could be minimised. However, Crick (1989) argued there are difficulties in separating tourism's development impact from its socio-cultural impacts. This suggests governments might to use the theory of community participation and identity to promote regional tourism development by identifying the characteristics of the tourist market and promoting tourism environments that meet tourists' expectations. This led Tanase and Nicodim (2013) to write:

“A socio-cultural approach to tourism development is becoming a necessity especially in a period that speaks more and more about globalisation, loss of cultural identity, regionalism, customs and traditions, environmental pollution and global warming. The current situation of tourism should not focus excessively on economic development because it will lose the defining element of tourism – the identity of the destination, its specificity. And they are all linked to cultural identity of the local community.”

Societal value systems, behaviours, relationships, lifestyles, modes of expression and community structure alter because of sociocultural impacts (Page & Connell 2006). This led Sharpley (1994) to note tourism has positive and negative impacts. It provides opportunities for income, employment, education and infrastructure development but can impact on traditional social values and, hence, can fragment communities. Sharpley (1994) identified four factors that shape sociocultural impacts, namely:

1. The type and number of tourists, as independent travellers have low impact, while mass tourism travellers have high impact.
2. The relative importance of tourism to the destination because, when tourism is the dominant industry, it will have high impact but, when tourism is not important, impact will be low.
3. The size and development stage of the tourism industry because, when tourists outnumber residents, impact will be high, while the impact will be low in larger communities.
4. The pace of tourism development because, when tourism is growing rapidly, impact will be high.

Williams (2002) noted some other relevant factors, including host-tourist encounters, the nature of the destination and cultural similarity. He found impacts were greater when hosts and tourists were culturally and geographically distant.

2.4.6 Regional tourism and the environment

As mentioned earlier, tourism, leisure and indeed, any movement of a societal nature brings about environmental change (Hall 2005a), with some regions experiencing

different levels of change. These changes are determined by the amenities found in a destination. Gössling (2002) noted that tourism is implicated in many of the processes affecting the environment, particularly the conversion of lands for tourism infrastructure. Gössling and Peeters (2007) also noted tourism's impact on food production and consumption and its consequences on freshwater use and greenhouse gas emissions, while Dwyer, Forsyth and Spurr (2005) and Gössling and Peeters (2015) pointed out tourism is a resource-intense economic sector. This raises a question as to whether tourism is at odds with the environment.

Krippendorf (1982) and Buckley (2012) suggested this meant tourism might become less sustainable and vulnerable to systemic interference. Such impacts had long been noted, and Hunt (1975) claimed that what potential tourists think about a region's natural environment, climate and people shapes their perceptions. Indeed, the natural environment is a major tourism drawcard, which is a concern, as its environmental impacts have been a concern in many countries for at least 25 years (Jenner & Smith 1992), which has led to conflicts (Chia et al. 2018; Jamal 2012; Bob McKercher 1993). People's wish to participate in the natural environment gave rise to ecotourism but even ecotourism can be a problem. For example:

“Ecotourism is in danger of being a self-destructive process and is likely to prejudice the present and future needs of the host population denying future generations of tourists the opportunity to experience environments very different from those of their home latitudes.(Cater 1993, p. 88).”

This occurs because vulnerable and previously undeveloped areas become targeted ecotourism destinations. As even the most conscientious tourists have some negative impact damage will occur, as activities are concentrated in time and space (Goodall 1995). However, Richardson (1993) noted a heightened interest in ecotourism could be an important force for the restoration and conservation of environments.

Schroeder (1996) suggested tourists' and host populations' views vary and, as might be expected, this has become an important issue in many destinations. B McKercher (1993, p. 6) described tourism as “a love-hate relationship” for a host community as tourism is “a much sought after and much reviled activity”. Grey, Edelmann and Dwyer (1991) argued tourism is an economic saviour, generating employment, income

and tax revenue and helping regional development. However, Rosenow and Pulsipher (1979) and O'Grady (1981) noted tourism's potential to destroy cultures and the environment and B McKercher (1993) suggested policymakers need to take such impacts into account.

Paramati, Shahbaz and Alam (2017) suggested that the relationship between tourism and economic growth was dependent on having sustainable and responsible tourism practices. They found Western European countries where such policies existed experienced substantial economic growth. Conversely, Eastern European countries, which lacked such policies, had lower economic growth. This suggests it is possible to grow tourism without threatening society and the environment and reiterated the significance of tourism policies that were designed to grow tourism responsibly.

While there has been considerable research into the tourism-environment relationship (e.g. Inskeep 1991; Bramwell & Lane 1993; Butler 1999; Mihalic 2006; Higgins-Desbiolles 2006), sustainability issues cannot be overlooked. Mihalic (2016) suggested that, while tourism sustainability programmes are difficult to implement, an approach that took account of responsibility (behaviour-based) and sustainability (concept and value-based) was needed.

2.5 Challenges and issues of developing tourism policy

UWA's foundation professor of economics, Edward Shann (1884-1935), suggested policy requires a historical context and mentioned the fraught relationship between economic rationality and politics. Nearly a century later, Dr Boediono, then Vice-President of the Republic of Indonesia, addressed the challenges and issues of policymaking currently facing Indonesia when delivering the Shann Memorial Lecture and suggested these fraught relationships still occur.

Already one of the world's fastest growing industries, tourism seems likely to continue to grow. Consequently, governments need to develop creative and strategic tourism policies that integrate with complimentary policies. These policies need to acknowledge the evolving environmental, cultural and societal challenges the tourism industry faces (Kerr, Barron & Wood 1999). Thus, governments will need to regulate

the industry, while allowing it and its players, room to manoeuvre and plan for its future.

2.5.1 Tourism policy, political ideology and politics

Ideology impacts on all public policy, including tourism policy (Grafton & Permaloff 2005). Thus, it is perhaps not surprising regional policies [and programs] are increasingly underpinned by the neoliberal economic approach that has been common in recent years (Whitford (2009). This ideology suggests wellbeing is best achieved through entrepreneurial endeavours within a framework of private property rights, individual freedom, free markets and free trade (Harvey 2007).

Tourism has benefitted from this approach, particularly from the 1980s (Benington & Geddes 1992). However, Elisinger (1995) suggested regional economic development started to slow or participants started to lose interest by the mid-1990s, with some regressing from the entrepreneurial strategies of the 1980s. Elisinger (1995, p. 146) suggested this change may be the result of “a policy-learning process” informed by implementation and evaluation experiences and argued “a stronger case can be made that states [regions] focus on winnowing their programs in response to political cues in the environment.” This raises an interesting question, namely:

“How can governments show commitment to regional tourism infrastructure development and still be seen to be committed to supporting the virtues of tourism entrepreneurship?”

Political scientists have regularly examined tourism-related issues (Matthews & Richter 1991). However, little research has addressed the broader issue of politics in this domain and, in the absence of such interest, tourism’s political costs and benefits have been neglected (Richter 1983). The developmental potential of tourism often collides with perceived public interest and, consequently, with the longer-term development of the tourism industry. This situation raises a further question, namely:

“Is there an absence of interest in examining the influence of political factors in shaping tourism policy?”

Clearly, politics are critical to the shaping of policy, especially as there are multiple stakeholders who have different power, legitimacy and urgency and who are likely to impact differentially on the shaping of policy (Mitchell, Agle & Wood 1997).

2.5.2 Tourism policy at international, national and regional levels

Tourism policy has been studied at various geographic levels (Scott 2011). Internationally, the development of aviation policies and the emergence of national market trends and forecasts have influenced the development of multi-country policies (Wheatcroft 1988). The importance of such policies can be seen in several examples of trade and tax agreements. Lim (1997) noted the most popular tourism variables in such agreements are income, the prices of tourist-related goods and services and transportation costs. Tourism is as much an aspect of foreign policy as it is a commercial activity and global tourism infrastructure is an important component of international relations (Mowlana & Smith 1990). Tourism includes not only governments as regulatory and legal agents but also non-governmental institutions (e.g. transnational and multinational corporations and international organisations) (Mowlana & Smith 1990, p. 315). Hall (1999) argued international contemporary tourism is influenced by relationships between nations and the policies nations have towards foreign nationals moving between countries. For example, travel flows may be suspended if political relations are poor and, conversely, supported when political relations are good (Hall 1999). Crick (1989, p. 320) supported this, noting “international tourism is political since the country must be involved in foreign relations, the expenditure of large quantities of capital and large-scale planning.”

The formulation and implementation of tourism policies at national, state and regional levels reflect a diversity of government priorities and circumstances (Baum (1994) and, typically, are influenced by individuals and community interest groups (Hall 1999). Thus, “greater focus is required at the levels of the individual enterprises and the smaller implementing organisations (rather than the higher levels organisations), for this is where a large part of tourism policy is made (Greenwood, Williams & Shaw 1990, p. 55).”

UNWTO (1980) pointed out that many national tourism plans are prepared, but few are implemented as intended, often because they are too complex, financially

impractical or disconnected from the institutional arrangements of destinations. Further it is often the case that “these plans involve unrealistic expectations regarding coordination, cooperation, participation and political management (Liu, Tzeng & Lee 2012, p. 413).”

Thus, it is not surprising that governance, coordination, collaboration and partnerships are at the forefront of much tourism research. Indeed, Hall (1999) suggested the key is in finding new solutions to resource management and destination development problems. However, he also argued policy-makers need to understand the changing role of the State in Western society and suggested, “narrow corporatist notions of collaboration and partnerships may undermine the development of social capital required for sustainable development Hall (1999, p. 274).”

2.5.3 Tourism policy at the local level (The destination)

Tourism policy and planning at the local level has also been examined and described by many scholars (e.g. Yanes et al. 2019; Kapera 2018; Bramwell and Lane 1993, 2011; Buckley 2012; Bramwell 2011, 2006; Hall 2011, 2008, 2007a, 2005a, 1999,1994). However, central to the study of tourism at a destination level, was the emergence of stakeholder challenges and issues that confront local government. Goodwin (2016) suggested there was a growing agreement that local communities ought to shape how tourism is developed in their destination. Tourism produces multiple benefits to local communities through visitation and this affects their quality of life (Kapera 2018). Communities transform because of this and the relationship between communities and tourists becomes important, putting pressure on local government to pay attention to support the quality of life of their communities (Liu et al. 2017) as well as the management of local infrastructure. From a local government perspective, this approach affects relationships between political entities and the local government’s ability to impact the economy (Kapera 2018).

In the context of this study, tourism policy and strategy at a local level needed to be examined from a regional and local level in tandem because government relationships in regional tourism are spread between two State Government departments. The first was the State Government agency for tourism (Tourism WA) and the second was the

Regional Development Commissions that were responsible for economic development. Preliminary studies showed destination tourism was on the agenda of both of these departments.

To overcome this complexity, the state of local government in the destinations selected for this study is described in detail in Appendix C, which discusses tourism and local government in WA's regions and draws on the destinations' life cycle stages to enable a context for the local government policies and programs that were analysed in each of the within the case analysis chapters. There are five chapters in this thesis that contain a section of content analysis of local government tourism and tourism-related policies and programs.

2.5.4 Tourism policy integration

Tourism policy can lead to conflicts between government departments, which can make 'whole-of-government' policies difficult to implement (Zahra and Ryan (2007). However, public intervention at national and regional levels can foster tourism growth when such interactions lead to good planning and appropriate redevelopment that is undertaken as part of a broader program. (Pearce 1998, p. 457)). Tourism's broad agenda can affect other policy domains (Olds 1998), which suggests there is a need for cooperation and collaboration when formulating tourism policy. Indeed, Hall (1999) suggested the need for such coordination has become one of the 'truisms' of tourism planning and policy making, a point (Lickorish 1991, p. vi) made clear:

“There is a serious weakness in the machinery of government dealing with tourism and its coordination, and cooperation with operators either state or privately owned. Government policies or lack of them suggest an obsolescence in public administration devoted to tourism ... Political will is often lacking.”

This prompts two questions relevant to the present study, namely:

1. What impact does the complexity of the government infrastructure have on attempts to achieve international, national and domestic tourism development goals in Western Australia's regions?

2. Might the establishment of a new government unit devoted to ‘integrative’ tourism research help formulate a tourism policy that serves Western Australia’s regions?

Integrative research requires ‘integrative thinking’, which Martin (2009 p.100) defined as:

“The ability to constructively face the tensions of opposing models, and instead of choosing one at the expense of the other, generate a creative resolution of the tension in the form of a new model that contains the elements of the individual models, but superior to each.”

This suggests multiple perspectives need to be considered when formulating tourism policy. Interestingly, Martin (2009 p. 5) found integrative thinking was “common to some of the most innovative and successful people in the business world”, which suggests it would be a helpful approach when developing regional tourism policies.

2.6 Matters of policy from a tourism practice perspective

In most countries, including Australia, regional tourism businesses are usually managed by middle-aged couples and families, who are often new to the business and who have a strong motivation to live and work outside major cities (Getz & Carlsen 2002). Consequently, they are often not entrepreneurial, which can create problems, as the regional tourism industry generally does not get involved in product development, which is often suggested as “a prerequisite for meeting tourism’s changing demand and insuring the long-term profitability of the industry (Smith 1994, p. 582).”

It is clear residents and tourism providers shape people’s tourism experiences (Crouch & Brent Ritchie 1999) and that a pro-tourist culture and, indeed, hospitality are often deeply rooted and embodied in the host communities of successful tourism destinations (Hwang & Lockwood 2006). However, while some residents and tourism providers recognise tourism as a major activity that has the potential to stimulate local development, there is often concern about tourism not building good resident

populations, the bureaucracy involved with tourism investing and a lack of investment in the infrastructure needed to attract tourists (Kastenholz, Davis & Paul 1999).

Despite this, tourism plays a key role in many regional economies, often due to significant government support (Briedenhann and Wickens (2004) and there are many examples of community support for small-scale tourism projects in regional destinations in which tourism has been the catalyst for economic development Scheidegger (2004). Thus, tourism can play a crucial role in regional economic development (Meneses 2013). However, good policy development and planning are needed. For example:

“The recipe for successful tourism in Australia requires more: It requires improving the quality of tourism products and services, tourism infrastructure and professional development of workers in tourism (Mihai 2012, p. 37).”

There are key elements in tourism destinations that attract and satisfy tourists (Aref 2011) that can be divided into must see and must do activities. Apart from such activities, a destination’s accessibility, the range of products and services offered and the prices charged impact on tourism’s success (Abdul Razzaq et al. 2012).

Government promotion is also an important factor. As was noted earlier, domestic and international tourists have a positive effect on economic growth and many countries promote tourism for this reason (Brida & Risso 2010; Katircioğlu 2010; Kim & Chen 2006). Indeed, Shi (2012) found government interventions can overcome market failures, highlight attractions and increase visitor numbers. Local communities can also play an active role in creating tourism experiences by helping tourists discover and enjoy more intense experiences in their destinations (Kastenholz, Davis & Paul 1999). Because community members share a knowledge of a region’s history, culture and natural heritage, they offer tourists closer contact with their way of life (Magnini 2011), heightening their personal and often emotional experiences, which means they can see their experiences as memorable and are more likely to provide positive word of mouth when they return home (Chandralal & Valenzuela 2013; Kim, Ritchie & McCormick 2012; Tung & Ritchie 2011).

Tourism providers' roles in shaping tourism experiences is obvious (e.g. they often design the physical environment). Knutson, Beck and Yen (2004) and Verhoef (2003) referred to this as the "service-scape" and noted intangible service features, such as reliability and responsiveness, are critical to regional tourism. Consequently, it may be hard for a region that has its roots in another industry (e.g. mining or agriculture) to become a tourism destination. However, government support and subsidies can help a new destination develop (Di Foggia & Lazzarotti 2012), again highlighting the importance of tourism policies and strategies.

2.7 Conclusions

This chapter acknowledged the importance of policy studies and policy analysis. It recognised tourism policy needs to look beyond its primary economic purpose and examine sustainability and responsibility issues and outlined how policymaking might be developed and given form in a constantly changing space. This chapter also acknowledged why there is a need for tourism policy being placed in the context of a comprehensive regional environment and defined the challenges and issues in developing tourism policy from a political standpoint at various levels of government.

Clearly, a reason for this study is that there are multiple gaps in our understanding of the regional tourism development process because there are no prior studies of elements that might explain this process and provide a better understanding of regional tourism development planning, the creation of the right environment for regional tourism development and the monitoring of regional tourism performance. Therefore, this study attempts to investigate stakeholders' behaviours

Chapter Three discusses the methods that were used in this study to answer the research questions that were discussed in Chapter 1. It describes the two methodologies used in this research. The first was a search for and examination of documentary evidence about tourism policy and strategy produced by governments, non-government organisations and local tourism associations. The second was a series of in-depth interviews with relevant stakeholders that included representatives from government and its regional agencies, regional tourism organisations, local tourism and business associations and key industry players in regional tourism destinations.

Chapter Three

Methodology

3.1 Introduction

This study examined stakeholders' perceptions of tourism and the use of policy and strategy in managing tourism in some Western Australian regional tourism destinations. The destinations chosen were a mix of coastal towns or regions found on Australia's Northwest, Midwest and Southwest coasts. All destinations had a history of tourism activity. Some were successful others were attempting to achieve a sustainable industry. The destinations were at different stages in their destination lifecycles. The study identified tourism stakeholders as actors who had a direct or an indirect interest in tourism in the relevant destination (Freeman 1994; Johnson, Scholes & Wittington 2002).

This chapter describes the planning, collection, analysis and presentation of the needed data. The study was designed to identify, analyse and categorise the findings from two perspectives. The first perspective was from participants whose roles, directly or indirectly, connected with tourism in a destination (within case) and the second was from the point of view of participants and institutions in all the study's destinations (cross case). Further, the study tried make the findings helpful to the development of future tourism policy. The research used qualitative data collected in the selected destinations through interviews but complemented by secondary information obtained through desk reviews of public documents found on the internet or obtained from the actors. The secondary information also informed the case study protocol, which is shown in Appendix A.

Section 2 explains why a multiple case study approach was used, which is followed by a rationale for using the case method (section 3). Section 4 outlines the criteria used to select the destinations, while section 5 identifies the data and the techniques used to collect these data. Section 6 discusses the procedures used for data analysis and introduces the Leximancer program, while section 7 addresses some limitations of the

data analysis procedures. This section also discusses some issues related to the validity, reliability and interpretation. Section 8 outlines how the data were linked to propositions and section 9 provides the structure of the within and cross case reports. Section 10 concludes the Chapter. Figure 3.1 outlines the analytical framework used in the study.

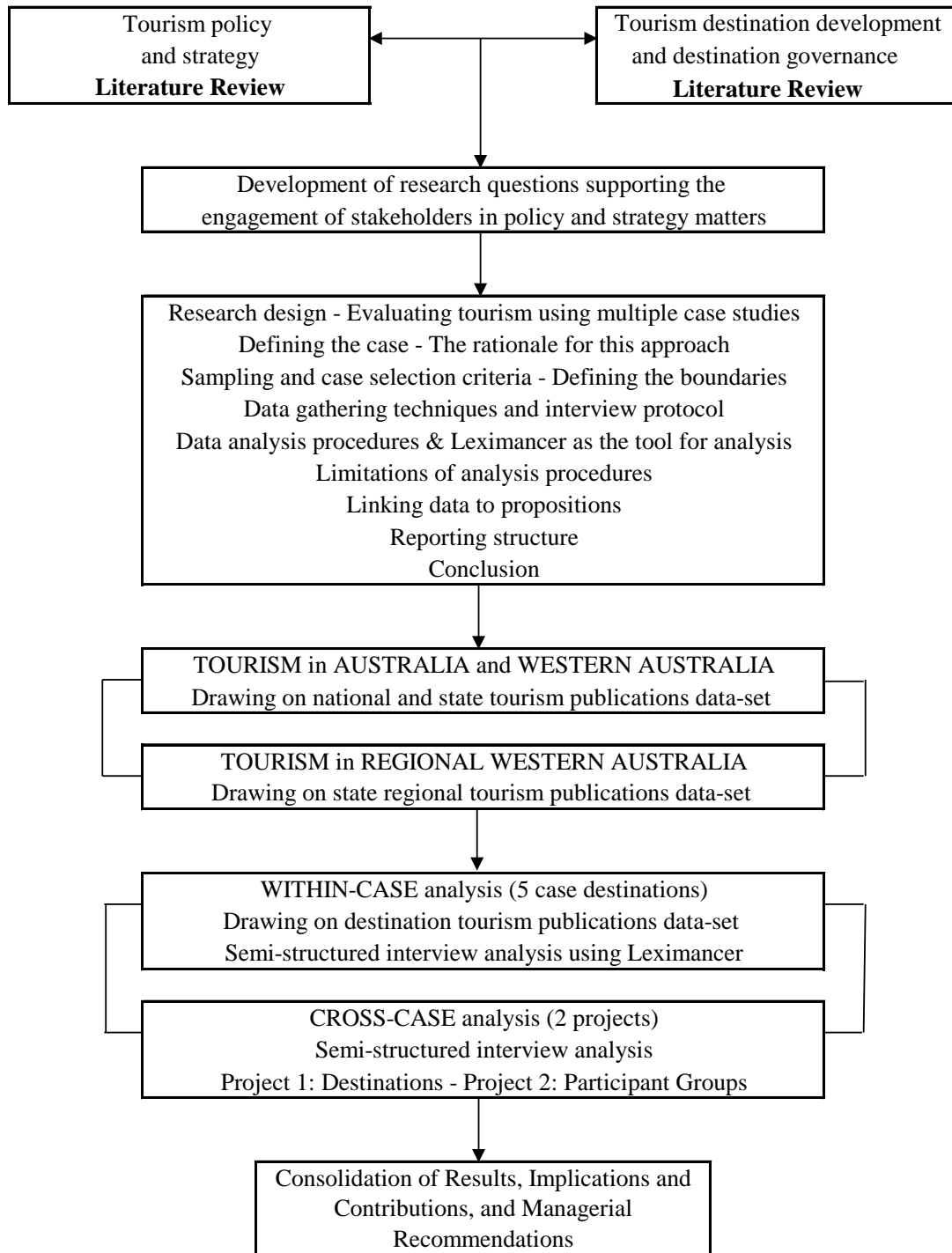


Figure 3.1: The study's research design

This section situates the study in terms of its research philosophy and the researcher's views, leading to a discussion of the selected data collection methods. Research is like an onion, in that one is required to peel away many layers before collecting and analysing data (Saunders, Lewis & Thornhill 2009). Traditionally, the outer layer, and starting point, is an acknowledgement of the researcher's philosophical approach (i.e. the ontology and epistemology that frame the work). Ontology is the researcher's interpretation of the nature of truth (or reality), while epistemology refers to the relationship between the researcher and the investigation (e.g. standing outside the study, being objective or subjective) (Mayer 2015; Saunders, Lewis & Thornhill 2009).

Firmly situated in its origins within the scientific method, the positivist research philosophy suggests there is one external truth and an objective inquirer standing apart from an investigation can discover and know what it is (Guba & Lincoln 1994; Johnson & Onwuegbuzie 2004; Mayer 2015). The constructivist research approach, sometimes referred to the interpretivist, naturalistic or relativist, is an alternative approach. This philosophy suggests multiple realities co-exist that are contextualised by the human experience and that the researcher and the phenomenon being researched are linked (Guba & Lincoln 1994; Johnson & Onwuegbuzie 2004; Lincoln & Guba 1994; Mayer 2015).

Research philosophy purists suggest positivism and constructivism/relativism and their derivative quantitative and qualitative approaches are incompatible (Gage 1989; Johnson & Onwuegbuzie 2004; Maarouf 2019; Martela 2015; Shepherd & Challenger 2013). However, some argue quantitative and qualitative approaches are appropriate to any research paradigm (Guba & Lincoln 1994; Lincoln & Guba 1994; Mayer 2015; Onwuegbuzie, Johnson & Collins 2009). More recently, alternative paradigms have been suggested (e.g. positivism and critical realism) (Guba & Lincoln 1994). Researchers have also identified pragmatism as a 'third way' (Gage 1989; Johnson & Onwuegbuzie 2004; Maarouf 2019; Martela 2015; Onwuegbuzie, Johnson & Collins 2009; Saunders, Lewis & Thornhill 2009). Pragmatism is not a new approach, dating back to the late 19th century, with notable contributors such as John Dewey, William James and Charles Sanders Peirce (Johnson & Onwuegbuzie

2004; Martela 2015; Maxcy 2003), and this has seen renewed attention over the last 40 years. Pragmatism provides researchers with an option to find workable solutions to problems by adopting a pluralist position that accommodates different views about the nature of knowing and accommodates the ontology, epistemology and methodology that best suits the research questions being asked and the context in which they are being examined (Johnson & Onwuegbuzie 2004; Shepherd & Challenger 2013; Teddlie & Tashakkori 2012). Criticisms of pragmatism focus on its silence about ethics and values (axiology), highlighting the weakness of a philosophy focussed around “what works”, unconstrained by considerations such as “what works for whom?” and “to what end?” (Biddle & Schafft 2015, p. 323). This uncertainty and ambiguity around what are considered useful or workable and for whom is acknowledged by proponents of pragmatism, including Johnson and Onwuegbuzie (2004). Others suggests a pragmatic approach may lead to the favouring of applied research over basic research, with the former seen as immediate and useful (Biddle & Schafft 2015).

While this is a limited discussion of research philosophy, it is sufficient to allow the researcher’s view to be articulated. In terms of ontology, it is accepted it is possible to know and discover objective reality (i.e. there is truth out there) and that valid multiple realities can co-exist, typically resulting from socially related or experience-related contexts. Epistemologically, the inquirer can be both an objective observer and subjectively engaged with the phenomena being examined. Finally, the quantitative versus qualitative debate is not relevant here, as one of these methodological paradigms is not inherently more valuable or valid than the other. Consequently, a decision was made to adopt this approach in the hope that the results would heighten our understanding of the research questions by applying methods that were productive to our purpose.

The remainder of the sections in this chapter define the parameters of this study. The researcher performed considerable preliminary investigation into tourism at both a national and a State level of obtain a deeper understanding of any underlying policy or strategy that has an impact on Western Australia’s regional tourism destinations. Data for the investigation were collected from documentary records, interviews with senior government staff and anecdotal evidence collected during visits and conversations with people engaged in tourism. The results of this investigation

are recorded and shown in the Appendices attached to this thesis, namely:

- Appendix B: The tourism eco-system.
- Appendix C: Tourism in Regional Western Australia.
- Appendix D: The Case Study Protocol.

3.2 Study design: Using multiple case studies

A case study approach was seen as suitable because each destination could be viewed as “a distinct experiment that stands on its own as an analytic unit” (Eisenhardt & Graebner 2007, p. 25). Yin (2014) has also suggested multiple case designs are more compelling, as they can be used to replicate, contrast and extend our understanding of phenomena of interest. A case approach was used, as Yin (2009) has suggested cases should be considered when the focus is:

- To answer how and why questions (Miles & Huberman 1984).
- The behaviour of those involved in the study cannot be manipulated.
- There is a need to cover contextual conditions because they are relevant to the phenomenon being studied.

Further, Baxter and Jack (2008) have argued for a case approach when the boundaries between the phenomenon and the context are not clear. As these factors were clearly present here, a case approach seemed the most appropriate way to examine the research questions raised in earlier Chapters.

A case approach concentrates on obtaining a deep understanding of a single setting Eisenhardt (1989) and often involves many levels of analysis (Yin 2014). Yin (2009) suggested case study research is “an empirical enquiry that investigates a contemporary phenomenon in depth and within its real-life context especially when the boundaries of the phenomenon are not clearly evident,” making it especially relevant here. Further, case study data emphasis people’s “lived experience” (Miles & Huberman 1984, p. 10) and are appropriate to find the “meanings” people place on

those things around them: their “perceptions, assumptions, prejudgements, presuppositions (Van Manen 1977).”

3.3 Defining the case: Rationale for this approach

As mentioned earlier, the destinations and their tourism decision-making components for tourism success are the units of analysis. This was an inductive study and each unit provided data, allowing the investigation to retain the holistic and meaningful characteristics of real life events (Yin 2009). Zikmund (1997, p. 107) argued the primary advantage of the case-study method is “that an entire organisation or entity can be investigated in depth and with meticulous attention to detail.” This highly focused attention enables researchers to study the order of events carefully, as they occur and to concentrate on identifying relationships between functions, individuals and entities. This was especially important here, as little is known about the relationships of interest in a regional tourism context.

Beeton (2005) supported the case study as a valid tourism research tool and highlighted the features relevant to improving our understanding of tourism. This type of research can use information from a variety of sources to explain why some things work or fail to work. It provides researchers with the advantage of hindsight and can show the complexities of situations and help identify contributing factors. Case studies highlight general problems and can show the impacts of personalities or politics. They are a process, within which new processes or behaviours, or ones that are little understood, such as those in this study, can be explained (Hartley 1994). Given tourism’s complexity, there was a need to conduct a detailed investigation of several variables. In deciding on the number of cases Eisenhardt (1989a, p. 545) suggestion that, “while there is no ideal number of cases, a number between four and 10 cases often works well. With fewer than four, it is often difficult to generate theory with much complexity, and its empirical grounding is likely to be unconvincing” was noted.

Yin (2003, p. 47) described how multiple case studies can be used to model similar results (i.e. a literal replication) or contrasting results but for predictable reasons (i.e. a theoretical replication). The evidence created from such studies are considered robust and reliable (Yin 2009).

3.4 Sampling and case selection: Defining the boundaries

A clear purpose of this research was to create a framework for developing tourism policy and strategy. This involved documenting the unique variations that emerged in different conditions. Therefore, theoretical sampling was seen as appropriate (Eisenhardt & Graebner 2007), which means “cases are selected because they are especially suitable for illuminating and extending relationships and logic among constructs.” This ‘maximum variation’ method was assisted by a purposive approach to selecting destinations to ensure as diverse a range of viewpoints as possible (Patton 1990). The logic and power of purposive choice “lies in selecting information rich cases for study in depth and from which one can learn issues of central importance to the purpose of the inquiry (Patton 2002, p. 230).” Consequently, this study examined the five regional Western Australia destinations shown in Table 3.1.

Table 3.1: Western Australia’s regional tourism destinations selected for this study

Destination	Coastal Location	Natural Appeal	Seasonal Effect	Regional status	Historical significance	Perceived iconic tourism	Perceived tourism success	Tourism's economic significance
Broome	Yes	Yes	High	Town	High	High	High	Low
Geraldton	Yes	Yes	High	City	High	Low	Low	Low
Albany	Yes	Yes	High	City	High	High	Medium	Low
Denmark	Yes	Yes	High	Town	Medium	Medium	Medium	High
Margaret River	Yes	Yes	High	Town	Medium	High	High	High

Coastal locations were chosen as these are more popular Western Australian destinations, as Australia’s vacation or holiday season is usually during the summer months when the climate is hot, and people spend time in coastal locations that enjoy sea breezes. The location started with Broome, which is in Australia’s North West tourism region on the Indian Ocean. The next destination was Geraldton, which is part of the Coral Coast tourism region. The other three destinations (Albany, Denmark and Margaret River) are in Australia’s South West tourism region. Margaret River is in the southern part of the Indian Ocean, while Albany and Denmark are on the Southern Ocean. Broome, Margaret River and Denmark were chosen, as they are seen as successful destination, while Albany was selected because it has some characteristics might lead to tourism success. Geraldton was chosen because it is not a tourist town despite its location on the Coral Coast.

Table 3.2, explains how this theoretical sampling approach ensured there were “polar types” or extreme cases so as to more easily observe contrasting patterns in the data (Eisenhardt & Graebner 2007). Such an approach has the potential to have greater explanatory power (Smith 1990). Consequently, the five destinations were examined, with at least twenty-five key informants and fifteen other informants in each destination to ensure a range of views were canvassed (Woodside & Wilson 2003).

Table 3.2: Tourism destinations: lifecycle stage and characteristics

Destination	Stage in Destination Lifecycle	Accessibility Barriers	Attractions			
			Accommodation	& Activities	Amenities	Awareness
Broome	Development	High	High	High	Medium	High
Geraldton	Rejuvenation	Med/High	Medium	Medium	Medium	Medium
Albany	Rejuvenation	High	Medium	Medium	Medium	Medium
Denmark	Development	High	Medium	Medium	Medium	Medium
Margaret River	Consolidation	Low/Med	Med/High	High	Medium	High

Source: Tourism WA, Tourism Development Priorities 2010-2015

Although unusual in case study research, a series of interviews with individuals and small focus groups were used to obtain some of the data relevant to the development of economic regions in Western Australia. The boundaries of Western Australia’s economic and tourism regions are dissimilar and, while some destinations share a tourism region, three of the destinations are located in a different economic region. Where used, these groups did not exceed eight people to ensure appropriate control was maintained (Pettigrew & Roberts 2011).

3.5 Data gathering: documents, interviews and observation

Multiple data sources enhance credibility (Patton 1990; Yin 2003) and improve our understanding of the things unique to selected cases. Johnston, Leach and Liu (1999) and Baxter and Jack (2008) outlined what data should be collected and how they should be collected, while Yin (2014) suggested six possible sources of evidence (documentation, archival records, interviews, direct observations, participant observation and physical artefacts), with each source having its own strengths and weaknesses. The multiple sources used here included:

- Relevant documents (e.g. present plans) and archival records (e.g. past plans) provided broad stable and specific data and were broad that covered a long-time span, and many events and settings. Some archival records contained quantitative data. Although archival records can be used to support other sources of information, Yin (2009) suggested careful evaluation of archival records for relevance in a case study.
- Transcripts of the in-depth interviews undertaken in each destination, as these provided “insightful explanations as well as personal views, i.e. perceptions, attitudes and meanings” (Yin 2014, p. 106). This was one of the most important sources of data because they provided very rich data (Cavana, Delahaye & Sekaran 2001). Informal interviews and discussion with participants also provide contextual data in real time and Yin (2003) suggested such data provides insights into participants’ behaviours and motives.
- An examination of the destinations’ tourism attributes (e.g. attractions, access, accommodation, amenities and awareness) primarily through direct observation, provided context. And “insight into cultural features and any technical operations that might be of relevance” (Yin 2014, p. 106).

Data triangulation is imperative in qualitative case studies (Denzin 1978; Decrop 1999). Such triangulation implies “any single source of data can be evidenced from three different and independent sources” (Decrop 1999, p. 158), which is why multiple types of data, which are discussed subsequently in more detail, were collected.

3.5.1 Data search and preparation

Figure 3.2 describes the search and collection processes that were used to obtain the required data. There were three steps (the introductory phase, the preparation phase and the main study phase). The finalisation of the semi-structured interview approach was incorporated through these phases because the leaders or experts in Western Australian tourism are found at a State level. Yin (2009, p. 107) referred to these people as ‘key informants’ and suggested their input is critical, as they provide insights and can “initiate access to supporting or contradictory sources of evidence.”

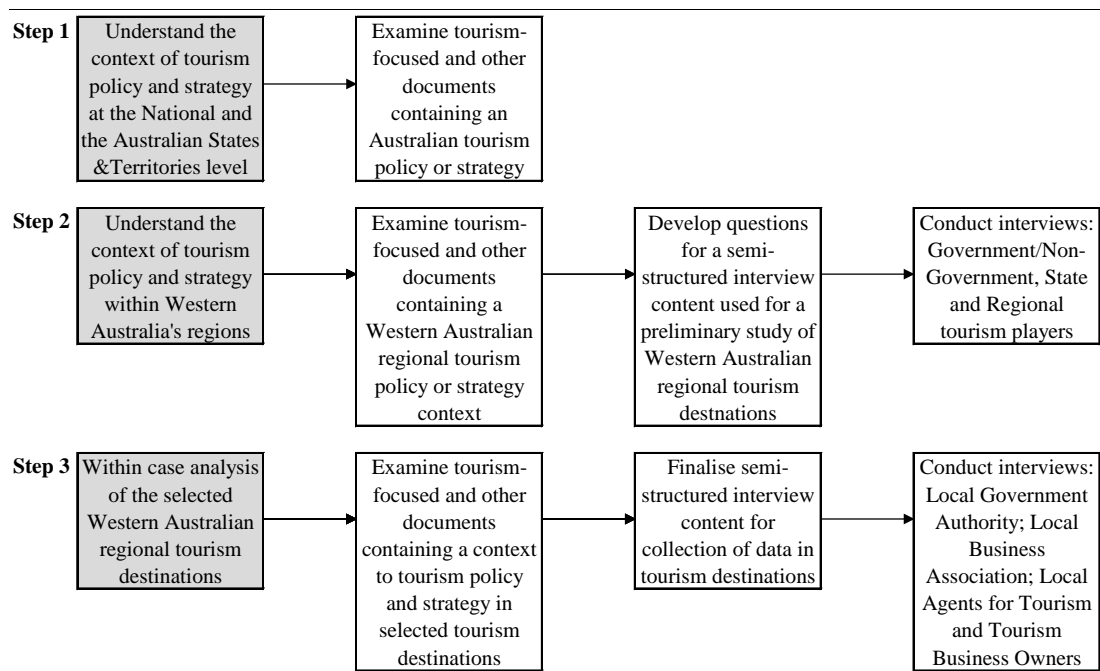


Figure 3.2: Data search and preparation procedures

The introductory phase sought to obtain a preliminary understanding of the Australian environment for tourism policy and strategy and involved a web search for publicly available documents. The second step identified and obtained publicly available Government documents, including information in regional offices. At this stage, interviews with ‘key informants’ provided insights into how local destination tourism might be developed or supported. The third step (the main study) involved finding publicly available documents at a local level and conducting interviews with local participants.

3.5.2 Collecting relevant documents

The first data source was relevant government documents (i.e. National, State (regional documents) and Local (destination documents)), including tourism policy statements, regulations and guidelines and statistics and annual reports produced by the Western Australian Local Government Association (WALGA), the Australian Bureau of Statistics (ABS), Australian Tourism Research (ATR) and the State’s Tourism Organisation). Yin (2009) warns against relying only on documents because they are prepared for specific reasons and for specific people. Thus, not all such

content may be applicable. Here, documents, plans and information were obtained from the websites.

At a national level, the search found 16 tourism-related documents issued between 2009 and 2016. Tourism started to gain prominence at a national level in 2009 when The Jackson Report identified tourism's high significance. Moreover, in 2013, Deloitte Access Economics (Positioning for Prosperity: the next wave) reaffirmed tourism's high significance and suggested it as one of Australia's five major growth industries. A search for tourism related documents and plans at a State Government level found 14 relevant documents from the State Government's tourism agency (Tourism WA) (from 2004 to 2016) and 15 tourism related documents came from Western Australia's economic regions between 2011 and 2016. A search across the five destinations found 64 tourism-related documents at a Local Government level between 2011 and 2016. These data were used to corroborate and supplement the evidence obtained from the interviews (Yin 2009). At a destination level relevant publicly available documents were obtained from web sites and, in some instances, directly from participants. To facilitate a general understanding of tourism development in each of the five destinations in the study, Chapters Four, Five, Six, seven and Eight contain documentary data that supported the discussion of the within case examination and this evidence was interweaved with the findings from the Leximancer analysis.

3.5.3 Conducting the in-depth interviews: the interview protocol

The second source of data was in-depth interviews with key informants (Eisenhardt & Graebner 2007, p. 28). These participants made unique contributions and a primary concern was to present their experiences as accurately and comprehensively as possible, so as to better understand each case's unique features and any differences between the cases (Guest, Namey & Mitchell 2013).

Wherever possible, interviews were conducted in the interviewees' own spaces. Green and Hart (1999) argued the environment influences interviewees' comfort and that different environments have a different feel and convey a different interviewer-interviewee relationship (Flyvbjerg 2006). By interviewing participants in their own environment, it was hoped they would feel comfortable and in control of the

discussion. In some cases, telephone interviews were used, particularly when there were multiple interviewees from one organisation. Five participants (or groups of participants) were interviewed in each destination, and each interview took between 60 and 90 minutes.

Table 3.3: Destination stakeholder groups interviewed for this research

Local Government Authority	Local Business Association
<p>Role: A Local Government Authority is the third level of government responsible for a municipality as determined by the State/Territory Government. Local Government areas vary greatly in size and character, and these have increasingly been tasked with controls and matters related to providing services to their communities and visitors to their areas.</p> <p>Research participants: Interviews were conducted with executive level single/multiple staff who had overall responsibilities for economic development which also included tourism.</p>	<p>Role: The Regional Chambers of Commerce and Industry in Western Australia represent business in regional Western Australia and function as a membership association supporting all regional business and works with a number of Government agencies, departments and other industry associations.</p> <p>Research participants: Interviews were conducted with individuals who had overall responsibilities for the management and organisation of their entities. Local business associations covered all industries found in the destination and were not necessarily focused on tourism; however all validated its importance to the destination.</p>
Local Tourism Agents	Tourism Business Owner/Managers
<p>Role: The Visitor Centre is the main agent for tourism servicing in regional Western Australia. Local Tourism Associations are found attached to some of the Visitor Centres, some of which also comprise a local tourism association made up of industry players in the towns/regions selected for this study. Visitor centres are generally funded by Local Government and membership in most instances. The only destination in this study where the Visitor centre is not funded by Local Government is Margaret River.</p> <p>Research participants: Interviews were conducted with single/multiple senior staff whose responsibilities included the management and coordination of the visitor centre and, where applicable, the management of the local tourism association. These participants usually worked closely with key players in tourism in their destinations.</p>	<p>Role: Tourism business owner-managers in this study were accommodation providers who operated their business either within close proximity of the town or in the coastal rural areas in the regions of the municipality that are in. The greater majority of businesses were family-owned enterprises that in some instances were into the second generation in the life of their business.</p> <p>Research participants: Interviews were conducted with single/multiple owner-managers who were very involved in the management and administration of the businesses they operated. With the exception of two businesses, the interviewees were the decision-makers in their businesses.</p>

The questions posed were open-ended and asked in an informal and conversational manner. While open-ended, there was a list of pre-determined questions to ensure

commonality across participants and destinations. The interviews gathered facts, opinions and insights and allowed participants to discuss their values and beliefs (Yin 2009; Arnould & Wallendorf 1994). Participants were all tourism principals or senior managers in local government (agents of tourism). All worked in organisations engaged directly and indirectly in tourism. Some were iconic or influential in their region's tourism development. The in-depth interviews also provided access to other data (e.g. plans) and to other participants from the same organisation or from other organisations.

The Case Study Protocol (Appendix D Section 2.2) describes how the researcher's professional career enabled access to informants within WA's hotel and tourism sector. Informal interviews with State-level tourism informants provided a framework to develop the research questions that were used with destination stakeholders. Table 3.3 provides a broad overview of the stakeholder groups interviewed. The four categories were selected for two reasons. First, these groups have different levels of engagement with tourism. Second, the mix included groups whose domains were in the formulation of tourism destination policy and strategy and groups who worked in tourism. Stakeholder groups included Local Government Authorities, Local Business Associations, local tourism agents (e.g. local tourism associations and visitor-centres) and tourism business owner-managers who operated only in the selected destination.

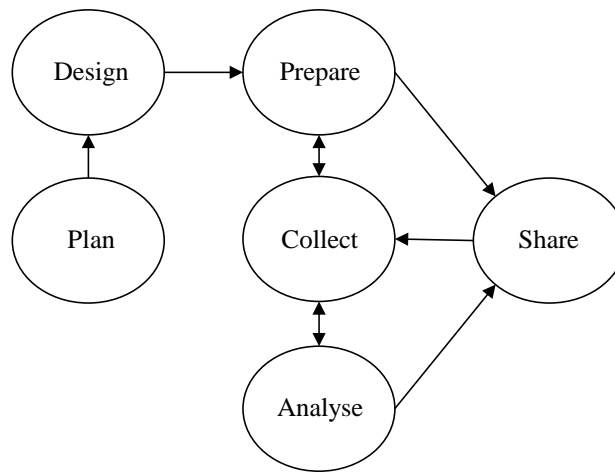
3.5.4 Observation in tourism destinations

A third source of data was the observation of physical artefacts collected during data collection. These included photographs of tourism attributes from each of the destinations that might have contributed positively or negatively to tourism. The ability to conduct interviews in the participants' space enabled the researcher to see physical representations of what tourism success or lack of success look liked.

3.6 Data analysis: Using Leximancer

In a case study, data analysis includes "examining, categorising, tabulating, testing or otherwise recombining evidence to produce empirically based findings (Yin 2014, p. 132)." Data collection and analysis occurred concurrently on a case-by-case basis. The purpose of the analysis was to convert the collected data into meaningful structures,

so a proper interpretation could be made, with a full focus and openness to subtle undercurrents (Marshall & Rossman 1999).



Source: *Case study research: methods and design* (Yin 2009, p.2)

Figure 3.3: Doing case study research

Yin (2009) suggested five techniques for analysing data (i.e. (1) Pattern Matching, (2) Explanation Building, (3) Time-Series analysis, (4) Logic Models and (5) Cross-Case Synthesis). An important practice during case-study analysis was to return to the research questions, as this helped develop a focused analysis when there was a temptation is to analyse data that were outside the scope of these research questions (Yin 2009). Figure 3.3 shows the data analysis process used here.

A first step in organising the data was to store it systematically. A data collection and management plan was developed from the beginning to guide the data collection so it fitted with the software that was used (Guest, Namey & Mitchell 2013; Yin 2014). This ensured an efficient process and meant interviews were transcribed verbatim into Word documents as the interview data were collected. The process also enabled the researcher to make notes about the interview process, especially about things implied rather than spoken. The transcribed data were prepared in the form required for Leximancer and the documents were de-identified to ensure confidentiality.

3.6.1 The Leximancer software program

Leximancer is a semantic analysis software instrument that is useful for the unsupervised semantic mapping of natural language (Leximancer User Guide Release 4.5), which is also known as text mining (Ignatow & Mihalcea 2017). Andrew Smith

developed Leximancer at the University of Queensland and, since its inception, it has gained popularity, especially when large quantities of qualitative data are involved (Sotiriadou, Brouwers & Le 2014), which was the case here.

Sotiraidu, Brouwers and Le (2014) undertook a comparative study of the Leximancer and NVivo analytical software tools and concluded it was important for social science researchers to closely examine their choice of software when undertaking qualitative data analysis. While Jones and Diment (2010) noted NVivo was the most used qualitative software tool, Cretchley et al. (2010) commented on Leximancer's increased use as social science researchers have become acquainted with its abilities. Leximancer is an automated system for analysing text, while NVivo is a manual system that allows text to be categorised and coded to a researcher's requirements.

Povey et al. (2013 p.1) explored Leximancer's functionality as an analytic tool for semi-structured interview data, and found it "accelerated the analysis process, increased reliability, reduced bias, and facilitated reproducibility," allowing data to be explored in a timely manner and with concepts emerging automatically from the text (Richards and Richards 1994).

Sotiraidu, Brouwers and Le (2014) identified some of the pros and cons of Leximancer and NVivo and suggested Leximancer was effective for large volumes of data and the automated process made data analysis objective, as bias coder subjectivity was eliminated. Here, the data included more than 100 hours of semi-structured interviews that was transcribed 'verbatim' by the researcher, supporting Leximancer's use. They also suggested NVivo was suitable when a researcher-driven structure was applied to collect data, while Leximancer was more suitable for exploratory and predictive research, which was the case here. They also noted findings may contain unexpected or unexplained concepts. However, the researcher was an experienced tourism manager and was engaged in the data by transcribing the interviews, ensuring a deep understanding of the subtleties and the meanings of the data itself.

Smith and Humphreys (2006, p. 5) also noted that "Leximancer transforms lexical co-occurrence information from natural language into semantic patterns in an unsupervised manner." This involves two types of information extraction (semantic and relational) and is a two-stage process that use non-linear dynamics and machine

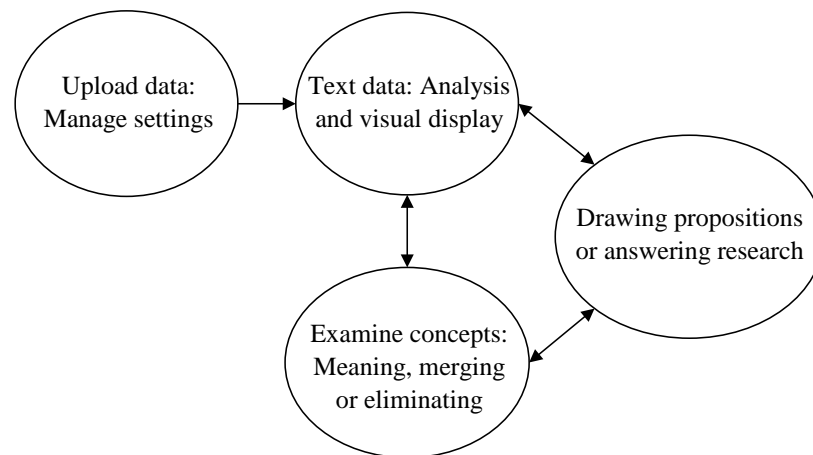
learning (Zaitseva, Milsom & Stewart 2013; Smith & Humphreys 2006) at each stage. The software computes the frequency of words appearing in the corpora and calculates the distance between words in terms of co-occurrence. The results are displayed as a concept map, which provides researchers with a macro-level two-dimensional picture of a three-dimensional design (Smith, Grech & Horberry 2002). The map provides five main types of information (concept clusters, relative frequency of concepts, frequency of co-occurrence of concepts, centrality of concepts and the theme context) (Smith 2005).

This output enables researchers to explore concepts at two levels. The first explores concepts at an individual level to extract a true meaning by identifying “what is said, how it is said and who says what (Bolden & Moscarola 2000, p. 458).” The second is by exploring the family of word (concept) associations found in each group (or cluster) of concepts and also between the different concept groups or clusters. These groups or clusters of concepts are the themes that emerge from the analysis and the concepts that contribute to the formation of the theme. The strongest or major concept in the cluster of concepts determines the theme’s name.

For the within case analysis of each destination, transcribed files from the destination were included in one folder and dialogue tags and file tags were activated using the Generate Concept Seeds tab. The use of dialogue tags enabled the exclusion of the data source (interviewee name) in the visual representation of the concept map. File tags enabled the formation of a node on the map to create a category of data that appears as a solid grey circle. This allowed the researcher to see which concepts were more relevant to a category. The next phase consisted of an examination of the concepts by reading through the text segments that contributed to the formation of the concept, which provided meaning about the concept. Concepts with similar inferences were merged, while concepts that did not contribute were removed using the Concept Seed Editor.

Figure 3.4 shows the interaction the researcher had with the data. Adapted from the Huberman and Miles (1994) interactive model, the Figure shows the ways in which the researcher engaged with the software. Data were imported into Leximancer and the analysis settings were established prior to running the project. The project was run

several times until a stabilised map was obtained. A concept map is said to be stabilised when a regular pattern of themes appears with each run. The text data segments supporting the formation of a concept were examined for meaning until an “inference to the best explanation” was obtained (Ignatow & Mihalcea 2017, p. 26). This process, which is known as abduction, “involves an inference which is a hypothesis that can be tested with a modified or new research design” (Lipton 2003, p. 206).



*Source: Adapted for this study using Miles & Huberman 1994
'Components of data analysis: Interactive model'*

Figure 3.4: Components of the data analysis procedure using Leximancer

Novak and Gonzalez (1998) suggested concept maps provide a way to deal with the methodology challenges of qualitative research, as they are created “with the broader, more significant concepts at the top of the hierarchy Daley (2004, p. 195).” Such a strategy helps researchers focus on interpretation by seeing participants’ meanings about the most significant concepts emerging from the analysis. Thus, “a concept map is a schematic device for representing a set of concept meanings embedded in a framework of propositions (Novak, Bob Gowin & Johansen 1983, p. 15).”

As this is a multiple case study that involved several projects (destinations), all projects were subject to the standardised default settings of 33% theme size to obtain the number of themes consistent with that setting. Concept visibility was standardised at 100% and concept map rotation, which does not alter the characteristics of the concept map itself, was used to improve the readability of concept labels. This ensured

consistency in the analysis in terms of obtaining similarity in the number of concepts and in the number of concept clusters or themes generated in the analysis of the case destinations. However, the characteristics of the destinations and their contributions varied. Consequently, each within case and cross case chapter contains an explanation of the procedures relevant to the destination being analysed and the cross-case analysis.

3.6.2 Interpreting the concept maps

Leximancer uses conceptual and relational analyses and results are displayed as a two-dimensional map. The conceptual (thematic) analysis detects and quantifies concept seeds within the text, whilst the relational (semantic) analysis measures the relationships between identified concepts inside the text.

Concepts and categories are the grey nodes or circles in the map. The size of a circle denotes the significance (strength) of the concept and the category. Thus, the larger the node, the stronger is its relevance. Concepts and categories carry identification labels, while theme names are displayed in a larger font across the sphere that contains the concepts making up the theme. Theme names are determined by the major concept within a cluster of concepts. Theme and concept names can be name-like or word-like.

Colour distinguishes theme significance and the most significant theme, which is also the 100% concept, is shown as a red-amber colour. The least significant theme cluster is presented as a blue-purple colour. The size of a theme (sphere) is determined by the proximity of concepts inside the theme cluster, which means the size of the sphere has no other relevance except connecting the concepts making up the theme.

Concepts in a theme cluster are strongly connected, which means concept connectedness is strongest in the red-amber coloured sphere (100% theme). Those concepts linked by solid grey lines have strong relationships (e.g. frequently combined use of concepts). Concepts shown in an overlap of themes may have a shared co-occurrence of the concept in text segments associated with the respective themes.

The categories (of data) are the grey nodes or circles labelled in red. Proximity to and links between concepts (major and minor concepts) relate to the higher strength associations between categories and concepts.

3.7 Limitations of the data collection and analysis procedures

There were some limitations imposed by the aims of the research, the availability of data and the methodology. While every effort was made to ensure all the sources of evidence used were corroborated, there were weaknesses in some of the data sources due to response bias, inaccuracies and poor recall in the case of the in-depth interviews (Yin 2014). Limitations with documents include irretrievability (e.g. biased selectivity, reporting bias or access to some documentation restricted). Gathering data on physical artefacts might also be subject to selectivity and/or the availability of the evidence.

As mentioned earlier in this Chapter, concept maps are three-dimensional images. However, Leximancer presents these as two-dimensional pictures. Thus, while the concept map provides a macro-view of the concept strength of relationship, the proximity of concepts to one another requires deeper investigation. The within case analysis of tourism destinations were analysed on the strengths of the visual interpretation of the concept map supported by text analysis. However, to mitigate this limitation in the interpretation of the cross case analysis, the visual interpretation of the First Project concept map and the Second Project concept map was supported by tables containing relational data for each of the concepts identified in the cross case analysis.

Another potential limitation is the timing of the research, particularly the period in which interviews were undertaken. These interviews followed a prolonged period of heightened activity in the Western Australian mining and resources industry. The “Mining Boom”, as it was affectionately called by most in the study’s destinations, meant corporate travel and accommodation (rather than tradition leisure travel) were critical. The economic turnaround and, indeed, the strong decline in the mining and resources industry had a very negative effect on regional tourism businesses, which was accompanied by a decline in leisure spending as people’s incomes fell.

3.7.1 Validity and reliability

The triangulation process described in previous sections of this Chapter ensured data were collected from different data sources. Yin (2009) suggested four quality assurance practices should be used (internal validity, external validity, reliability, and objectivity). Internal validity questions the truthfulness of findings of a case and external validity questions the transferability of findings from one case to another. Reliability deals with researchers' ability to consistently reproduce findings, while objectivity addresses whether the findings can be genuinely attributed to interviewees and are free of bias or prejudice (Decrop 1999).

While there are different schools of thought, the present study followed Yin's (2009) recommendations to ensure the validity and reliability of the case study research. Quintao, Andrade and Almeida (2020 p. 275-276) suggested five case study phases to do this that were adapted from Yin (2017), namely:

1. Ensure a clear and precise definition of study's research goals.
2. Clearly define the research design, including the rationale for case selection and the case study protocol used to collect the data.
3. Outline the data preparation process. Including information about establishing contacts with individuals and organisations.
4. Clearly define the data analysis processes to be used in both the within case and between cases phases of the research. This phase also calls for discussing the triangulation approach used.
5. Discuss how the data for the individual cases and the cross case analysis will be prepared.

This study followed the phases described here to support the validity and reliability of the research. Multiple sources of evidence were used, creating a case-study database and maintaining a chain of evidence from the beginning to the end of the study (Patton 1990). The remainder of this Chapter focuses on the reporting procedures used and in the case study protocol provided as Appendix D in this thesis.

3.8 The case study reporting structure

Tourism agents and suppliers are stakeholders and actors in tourism destinations. Consequently, this research looked at Local Government, non-government organisations, local tourism organisations, informal tourism interest groups and tourism business owners and managers. As outlined in Section 3.5, research data were obtained from three sources. The first was an examination of tourism policy and strategy documents prepared at a destination level. The second was from an analysis of interview data obtained from the destinations' institutional and individual stakeholders, while the final source was an observation of activities and events in the destinations. As also noted in the Case Study Protocol (Appendix A), Yin (2014, pp. 200-205) has suggested an exemplary case study should:

- Be significant and generate important findings and observations.
- Be complete, which means boundaries are defined and data are collected over enough time to ensure sensible results are obtained.
- Consider alternative perspectives by using data triangulation and ensuring different views are obtained.
- Display data and report comments and any other information in appropriate detail.
- Ensure a rigorous in-depth analysis is undertaken and that conclusions are reached without bias.
- Report results clearly and logically so readers become engaged and interested in the dialogue and the findings.

3.8.1 Preliminary case study report composition

This research included a single-case analysis of each destination (unit) as a stand-alone report. Once drafted the report was distributed to the actors to ensure the data's validity and reliability and to clear the way for the future use of material used in the report. The single-cases were then combined to undertake the multiple case study analysis,

which was the focus of this research. Yin (2014, p. 186) noted “individual cases, in a sense, serve as the evidentiary base for the study and may be cited sporadically in the cross-case analysis.”

As noted earlier, the case study report was done concurrently with the data collection. Yin (2014) suggested three important procedures are relevant to case studies. The first relates to the development and the customisation of the report, while the second is ensuring case identities are anonymous. The third ensures a review procedure is in place to increase the study’s construct validity. This was done by having the draft report reviewed by peers and “also by the interviewees and other participants (Yin 2014, p. 198).” This procedure enhances a case’s reliability and validity and corroborates the reports’ essential findings (Schatzmann & Strauss 1972, p. 134). Yin (2014, p. 199) also noted that “this type of review should be followed even if the case study or some of its components are to remain anonymous. From a methodological approach, any corrections arising from such process will enhance construct validity.”

3.8.2 The within case report structure

Each case is included as a separate chapter. As the cases are tourism destinations, the first section provides a geographical reference and some general characteristics of the region and the destination. The second section provides a background to the destination’s tourism offerings and describes the important elements that have contributed to the destination (e.g. the tourism sector characteristics, visitation data and local industry). The third section provides a longitudinal examination and analysis of the destination-produced policy and strategy documents. The fourth section presents the Leximancer analysis of the interview data. The semantic map is discussed first so as to identify the themes and concepts that emerged. The exploratory themes and concepts are supported by the text related to respective themes or concepts. The results are provided in two sections. The first outlines the combined perceptions of the participant groups and the second outlines the perceptions of each participant group. Each case is completed by discussing the results’ meanings in relation to the study’s research questions. The final section provides some concluding remarks.

3.8.3 The cross-case report structure

The cross-case analysis has two aspects, each of which used the interview data obtained in the five case destinations and the results are presented in one chapter. For the first aspect (First Project), the combined data from each destination were placed in unique folders and the folders were examined as separate categories of data. This meant the analysis had five categories (one for each of the five destinations). For the second aspect (Second Project), the data from each participant group (i.e. Regional Local Government Authorities, local business associations, local tourism associations (and special interest groups) and tourism business owners and managers) were combined and used as separate data categories, which meant there were four categories. The two projects are reported separately.

3.9 Conclusions

This Chapter provided an overview of the research process used, which was presented diagrammatically (Figure 3.1). The multiple case approach was then explained. As this was an inductive study, each unit (destination) provided data that were representative of real-life tourism situations. Brief descriptions of the destinations and the case selection criteria were presented, after which a description of the data gathering techniques used to source tourism related documents was provided and the process used to conduct the interviews and observe and collect anecdotal data was outlined. The Leximancer software and semantic mapping were then discussed and some limitations to the data collection and the analysis procedures were noted. The reporting structures for the within case and the cross-case analyses were then outlined.

Chapter Four

The Broome Case Study

4.1 Introduction

This is the first case in this multiple-case project. Yin (2003) has highlighted the advantages of presenting multiple case studies through separate narratives before undertaking a cross case evaluation. Therefore, this case, and subsequent cases, follow a similar structure. The Broome case starts with some background and a general description of this tourism destination before the case data are analysed. Broome, often called *pearl of the north* is a coastal, pearling and tourist town in the North West of Australia. It is located some 2,250 kilometres north of Perth. Broome was included because it is often seen as a prime tourism destination for Western Australia, and indeed, for Australia, despite still being in a development stage of its life cycle.

4.2 A background to Broome

Situated on the traditional lands of the Aboriginal Yawuru people, Broome owes its origins to Sir John Forrest who, in 1883, chose the site and named it after Sir Fredrick Broome, then Governor of Western Australia. Long before this event, Broome had a deep history, some of which was based around the exploits of the Aboriginal men and women of the area who were forced to dive for oysters. This happened earlier in the 1800s, marking the beginning of the pearling industry. When such labour practices were abolished and diving suits were needed for deeper diving, there was a migration of Japanese, Filipino and Malay pearl divers to Broome. Other nationalities soon followed, making Broome a multicultural town, which it still is. The pearling industry still exists, with a number of major cultured pearl enterprises. Pearling is a vibrant part of Broome and is integral to the town's tourism portfolio.

Lord Alistair McAlpine, an Englishman, first came to Australia in 1959 and became a property developer in WA. He is renowned for building the Cable Beach Club Resort, set on the 22km Cable Beach, which is named after the cable installed between Java

and Australia. His restoration work in Broome started in 1987, reviving the town's character. This led to several other tourism accommodation and retail developments and a substantial non-resident community from Perth and, indeed, from other Australian cities. Over two decades later (2012), Lord McAlpine was made a Freeman of Broome to acknowledge his contribution to the town's redevelopment.

Broome has a population of about 16,000 people and is the Kimberley region's major local government area. The region covers an area of approximately 423,500 sq. kms and has a population of about 41,000 people, with some 40% of Aboriginal descent. It was one of the earliest settled parts of Australia, with the first arrivals landing about 41,000 years ago; probably from the islands of what is now Indonesia.

There are 261 tourism businesses in Broome, of which 37% do not employ staff (nano-businesses) and 23% employ between one and four people (micro-businesses). The rest are small to medium enterprises (SMEs), with 32% employing between five and 19 employees and 8% employing more than twenty employees, with approximately 60% being family businesses. Table 4.1 provides an inventory of Broome's tourism offerings and current annual events calendar. Interviews and publicly available documents were sources for this information and tourism products and events have been categorised by segment describing the type of activity.

Visitor data are based on four-year averages from 2009 to 2013 and are categorised by source (i.e. international and domestic, which includes interstate and intrastate visitors). Data were not collected for day visitors, as there are few such people because of Broome's remoteness. Domestic visitors accounted for 85% of the visitors and 76% of total visitor nights, with the average stay for Australian travellers being 6 nights. International visitors account for 15% of visitors and 24% of visitor nights, with an average of 11 visitor stay nights. Broome's visitors come mainly from Germany, the United Kingdom and New Zealand (45% of the total). Broome's economic tourism contribution in 2015 was \$204m, of which \$21m was due to international visitors and \$183m was due to interstate and intrastate visitors.

Table 4.1: Broome: Tourism sector characteristics, visitation and local industry

Tourism products and services	Culture	Historical Museum	Japanese Cemeteries	Chinese Cemeteries	Arts	
	Sun and beach	Fishing	Diving	Boating		
	Nature	Coastline	Historic trails	Crocodile & wildlife	Camel Treks	
	Sports competition	Local	Regional	State		
	Corporate & social	Meetings	Incentives	Conferences	Exhibitions	
	Themed	Urban	Education	Natural Attributes	History	
	Travel	City travel tours	Air travel tours	Sea Travel tours	4-wheel drive tours	
	Lodging and food	Accommodation	Restaurants	Breweries		
	Tourism events annual calendar	Cultural & Heritage	Opera under the stars	Kimberly Girl		
Commemoration						
Celebration		Northwest Expo				
Sporting		Broome Cup	Polo on the Beach	Billfish tournament		
Awards		Small Business	Building Awards			
Festivals		Shinzu Matsuri	Mango Festival	Staircase to the Moon		
Food and Beverage						
Visitation Statistics		International	Interstate/Intrastate	Day	Total	
	Visitors('000)	30.7	176.3	np	np	
	Visitor Nights ('000)	331.5	1050.2	na	1381.7	
	Average stay nights	10.8	6.0	na	6.7	
	Economic benefit (\$m)	20.9	182.7	np	np	
Local industries		Pearling	Fishing	Aquaculture	Construction	Pastoral
		Horticulture	Offshore Exploration	Light Industrial	Government Services	

Source: Local Government/WALGA 2015

Source: Tourism in Local Government Areas 2013, Austrade TRA 2015

Source: Local Government/WALGA 2015

Broome is in Australia’s North West tourism, which is a vast expanse of land, covering an area in excess of a million square kilometres and includes two of Western Australia’s economic regions (the Kimberley and the Pilbara). Broome is the gateway to the Kimberley region and its entry into Western Australian tourism in the mid-eighties means Broome was the “youngest” of the examined destinations. Broome’s successful tourism potential was likened to success as achieved in other tourism hot spots on the Australian east coast, mainly those found in Northern Queensland (e.g. Cairns and Port Douglas).

Long known for South Sea pearls and with exotic destination characteristics and excellent resort facilities, Broome was seen as a strong tourism destination. However, its reliance on aviation services had catastrophic impacts when air access suddenly ceased as a result of the national airline pilots strike in 1989, which impacted the main feeder service (Ansett Airlines). As a Local Government respondent commented:

“The Ansett strike decimated Australia, but it nearly killed Broome. Three major fully operational hotels went near to bankrupt and did not come out of administration until the mid-nineties; that put a spotlight on how important tourism was to Broome. **GC**”

While air access was critical, there was only one airline and one route. When this was broken, it was disastrous. Following the Ansett Strike, subsequent turbulence in the aviation industry worldwide because of increasing operating costs and the need to increase airfares, which were already high for Broome, led to the Ansett Airlines collapse. Many tourism operators “went broke” and a former Shire President, who was also Ansett Airlines’ Kimberley regional manager, assembled a group of tourism business operators and, with the Shire of Broome, sought support from Australia’s national carrier (Qantas), leading to a Qantas Link flight between Perth and Broome being established (the first connection of this type for Qantas).

Broome has not yet recovered. The cost of air access dramatically increased and this, combined with strong seasonality, meant tourism businesses whose reason for being was holidaymakers, continued to struggle. The mining and resources boom in the early Twenty First Century alleviated some of this hardship. However, at the time data were collected, a prominent tourism operator noted that their business had “a huge reliance on mining, oil and gas resources and with this coming off the boil, tourism is starting to gain more priority and get more attention now that it has for the last seven or eight years”. The impact of the downturn of resources in WA was severe, particularly in Broome, where a controversial resource project (the James Price project) that had divided the local community was stopped. This led to tourism becoming more important:

“People are starting to look at tourism as a major employer, as a significant economy driver I would imagine and it is beginning to change, but whether I see Broome or Western Australia as ever being dependent on tourism, I don’t think so (RS).“

4.3 A review of tourism plans for Broome

A search for tourism plans for the Broome destination returned several publications that are listed at the end of this chapter and of which 13 were produced in Broome between 2010 and 2015. The Shire of Broome, which is the Local Government Authority, produced 10 of these documents, while the Broome Chamber of Commerce and Industry and the Broome Tourism Leadership Group Broome Futures Limited

prepared the remaining three. The search also found earlier documents and plans produced by TWA, which are discussed in Appendix B.

4.3.1 The Shire of Broome (Local Government Authority)

It seems the Shire of Broome has long felt tourism would bring social and economic benefits. It supports the Broome Visitors' Information Centre financially and provided a specially built facility from which the Centre operates. The Shire also provided an annual subsidy to Australia's North West, the region's tourism marketing organisation, to market and promote Broome. The Broome Visitor Information Centre and Australia's North West are membership organisations and the Shire's subsidies supplement the revenues needed to undertake cooperative destination and product marketing activity.

According to the Shire, all commercial entities (general and tourism businesses) are subject to a "tourism differential rate" that "raises about \$350,000 a year (of which) we give Australia's North West \$170,000... to be used for the marketing of Broome, not to pay wages, not to pay anything else... We give the visitor centre \$130,000 and the other \$50,000 we use for little projects like we threw some money towards cruise shipping."

Following TWA's 2005-2010 Strategic Plan, the 2007-2017 Destination Development Strategy for the Kimberley Region and, most notably, the Strategy for Broome (discussed later in this chapter), the Shire commissioned the 2009 Shire of Broome Tourism Initiative Review (published in 2010) that heightened awareness of tourism's importance. This Report included a Proposed Tourism Policy designed to ensure tourism's sustainability by "protecting the environment, the cultural and heritage values and the community lifestyle, and minimise any potential negative impacts" (p. 29).

The 2012 Tourism Administration Policy, which is in the Shire's Policy Manual, made clear the Shire's "commitment to developing tourism and it established policy for the support of Broome's visitor servicing, destination marketing, lobbying industry development with State and Federal Government and incorporate tourism in all planning policies and development frameworks for Broome (p. 11)." Further, the

Policy committed to the support of the Broome Tourism Leadership Group, which is discussed subsequently.

The Shire also commissioned the 2012 Broome Economic Profile, and the AEC Group prepared this document. The document noted “the economy in Broome is reliant on tourism. (However,) the tourism sector is highly seasonal, and these fluctuations can make it difficult to provide for a sustainable economy” (p. ii). Further, Broome had experienced “considerable volatility in the visitor numbers and the low season provided very little economic stimulus” (p. 14). Accordingly, “a comprehensive review and update” to TWA’s 2007 Destination Development Strategy was suggested.

Other strategies that might affect tourism were an Investment Attraction Strategy, a Housing Strategy and a comprehensive Economic Development Strategy that noted:

“Tourism is a key sector for Broome and has traditionally provided a foundation to the economy. The destination relies heavily on holiday and leisure travel, which represents roughly two-thirds of all visitation to Broome. (p. 17).”

Between 2000 and 2010, visitor numbers declined drastically, although by 2012, visitation had started to recover (Tourism Research Australia 2012).

Broome’s awareness of tourism was evident in the Shire of Broome’s Environmental Management Strategy 2012-2017 that discussed safeguarding growth in tourism through land-use planning, protecting biodiversity and coastal planning. It was noted:

“The Shire has a unique, varied and mostly pristine environment with an abundance of natural assets. It is the Broome environment, particularly its coastal landscapes, that attracts both residents and tourists alike. Managing the environment and managing competing land uses is essential if Broome is to remain a premier tourism destination and its economy is to continue to grow and community well-being, and the Broome lifestyle to be safeguarded (p. 4).”

The Old Broome Development Strategy 2014 (Part 1 and Part 2) gave insight into the Shire’s commitment to tourism development. This Strategy was a medium to long-term plan (up to 15 years) that focused on Broome’s preservation. It drew on substantial research into the town’s history and culture, reflecting the “conservation and interpretation of the cultural heritage of the Yawuru, European and the many

cultural groups that have lived there (p. 5).” Further, the Strategy suggested the development of beaches were integral to the town, as were the re-establishment of conduit infrastructure mechanisms to connect spaces. Old Broome, contains the oldest parts of the Broome settlement along the shore of Roebuck Bay and the Strategy was designed to “establish (a) land-use planning and development framework to provide specific design guidance and controls to protect and enhance sense of place (p. 1).” A Special Meeting of Council (7 October 2014) adopted the Strategy and supported the development of caravan parks and camping grounds to cater for the self-drive market.

The Shire of Broome’s Corporate Business Plan 2015-2019 is “reviewed annually to assess the progress of projects and realign actions and priorities with current information and funding priorities” (p. 4). Tourism remained a focus, with capital expenditure allocated to development of accommodation for a tourism workforce and the redevelopment of Council owned tourism infrastructure (e. g. the Roebuck Bay Caravan Park Redevelopment).

The Shire of Broome’s Strategic Community Plan 2015-2025 reiterated the significance of tourism, with the sector seen as “one of the leading industries in the Kimberley and value adds to all who reside, trade and visit our region” (p. 5). The Shire saw itself supporting future tourism development through “appropriate zoning, precinct planning, infrastructure, roads, eco-tourism and cultural experiences” and saw this as critically important. However, Council also noted that “the long-term viability of the industry will be achieved through a well-co-ordinated approach by stakeholders, affordable safe and accessible destinations and with opportunity costs maximised and where possible redirected back into the industry (p. 48).”

The Shire of Broome’s Tourism Administration Policy 2015 review suggested Council hoped to “realise the benefits from tourism, promoter co-ordination, infrastructure sharing opportunities and integration of tourism with other business sectors” (p. 1). This document captured the Shires on-going commitment to tourism in clearly defined undertakings in areas fundamental to growing tourism, such as visitor information services (the Broome Visitor Information Centre), marketing (Australia’s North West regional tourism organisation) and involvement in and support for the Broome Tourism Leadership Group.

The Shire of Broome Local Planning Strategy 2016 (the Strategy) set out a Local Planning Strategy that the Western Australian Planning Commission had endorsed in 2014. However, it was the first of its kind in that the Strategy addressed the entire municipality of Broome (p. 5) rather than the township. The Strategy identified three areas as crucial to the Shire's tourism plans, namely:

1. Cable Beach (an existing leisure tourism precinct).
2. Roebuck Bay (a potential second leisure tourism precinct).
3. Gantheaume Point (an eco-tourism precinct for future development).

The Cable Beach Development Strategy 2016 (the Strategy) was prepared by the Shire and identified 'strategies and actions for how the Shire and relevant partners' would collaborate "to achieve the objective of the Local Planning Strategy" (p. 4). The Strategy was comprehensive and showed aspects of land use, built formation, public interest and the connectedness of Cable Beach to the Broome town site. Cable Beach is Broome's major tourism precinct and one that would see "the development of hotels, restaurants, bars tourist accommodation and leisure tourism activities". The document suggested the Strategy had been in the making for several years and was integrated into the Local Planning Strategy 2016.

4.3.2 The Broome Chamber of Commerce and Industry

The Chamber's 2011-2014 Strategic Plan Outline did not contain any actions or describe activity that implied any direct involvement in the tourism industry. However, actions related to 'sustainable business and community growth' (Objective 2) suggested support to its members involved in planning and problem solving, providing them with tools for growth and promoting Broome to outside investors.

4.3.3 The Broome Tourism Leadership Group

This section examines the events that preceded the formulation of Broome's tourism strategy. Of interest is the formation of the Broome Tourism Leadership Group that developed the Broome Tourism Strategy 2014. This was important to this research, as it demonstrates the significance of stakeholder analysis as a policy instrument to

formulate, implement and evaluate tourism policy (and strategy), which was the subject of this study.

The Broome Tourism Leadership Group commissioned the Broome Tourism Strategy 2014. The Group at the time had ten members, including representatives from:

1. The Shire of Broome (Local Government).
2. The Kimberley Development Commission (State Government agency).
3. Australia's North West (a NGO regional tourism marketing organisation partly funded by TWA and Local Government).
4. The Broome Chamber of Commerce and Industry.
5. The Broome Visitor and Information Centre (partly funded by Local Government).
6. The Broome International Airport.
7. Broome's tourism industry operators.

The group's formation was prompted by TWA to unite tourism operators following the withdrawal of the James Price Point LNG project. Anecdotal evidence and notes obtained during data collection supported informants' claims that there had been considerable disillusionment and a lack of transparency around tourism issues and this exacerbated tourism operators' frustration.

An informant, whose was heavily involved in tourism and with TWA described the events that led to the formation of the Broome Tourism Leadership Group and the commissioning of the Broome Tourism Strategy 2014.

“This is what State Government told operators; this is what “xxx” said. He said that industry was divided; and he said this is what is coming directly from the State Government. He said that the State politicians will not support us because we are divided, and that James Price Point was the highlight of this division. Therefore, he said that industry needs to get its shit together; the industry needs to send a clear message to the State Government to drive policy for tourism and

to drive investment, or at least drive a framework to drive investment for tourism in Broome. That is what “xxx” brought here, and people listened. We all knew it; we had all heard it, but he had the ability to do that because he’s not only Tourism WA Chairman, but he is also an investor, a successful businessman in this industry and a recent investor in Broome and the whole thing resonated quite well; and because of that the Broome Tourism Strategy was born. Tourism WA got a consultant in that did massive industry consultation (JB).”

Another tourism informant noted:

“Our Chamber of Commerce, of course, the President is extremely supportive of all those heavy industries to the blatant detriment of the tourism industry; they do not give a shit about tourism. They just wanted to see the James Price Point development go ahead because they would have triggered a huge economic revolution here (GC).”

Broome experienced a decline in visitors due to several external factors. The contraction of the market since 2008 can be largely attributed to a few global factors, leading to shorter stays and reduced revenues (Broome Tourism Strategy 2014). There was increased competition from South-East Asian destinations and the characteristics of holiday travel by Australian leisure travellers changed. As noted earlier, Broome’s remoteness and cost of access and a favourable currency exchange for Australian currency had a devastating effect on domestic holidaymakers. The Broome Tourism Strategy 2014 also suggested the Broome brand was in decline and that the destination lacked new or refreshed tourism infrastructure, which might account for part of the market contraction. While corporate and business travel to Broome increased between 2011 and 2013, it eroded significantly after Woodside’s decision to withdraw the building of the James Price Point onshore LNG processing plant. A tourism informant commented:

“The State Government is pissed off with Broome and Colin Barnett believes that we as a community are responsible for the James Price Point project not happening. Colin Barnett believes that if the community had embraced it, it would have been different. I genuinely believe there are some in our community too who wanted Broome to suffer when this James Price Point Project did not go ahead. Colin Barnett wants to punish Broome. This was another massive and

huge project for him as Premier, which he desperately wanted and was unsuccessful and blames the Broome community for this (JB).”

Table 4.2 provides a one-page overview of the Broome Tourism Strategy 2014 (tourismwa.gov.au/2016). Phase one discussed brand and destination marketing, while phase two discussed aviation, products and events and leadership and phase three examined infrastructure and the visitor experience. The Strategy, which was based on extensive stakeholder consultation, noted some barriers, including the high cost of access and services, increased competition from less expensive destinations, a lack of staff and “a lack of trust in the key stakeholder bodies (Broome Tourism Strategy 2014, p.57).” In all, twenty-five strategies were suggested, of which six were seen as having the “highest priority”, namely:

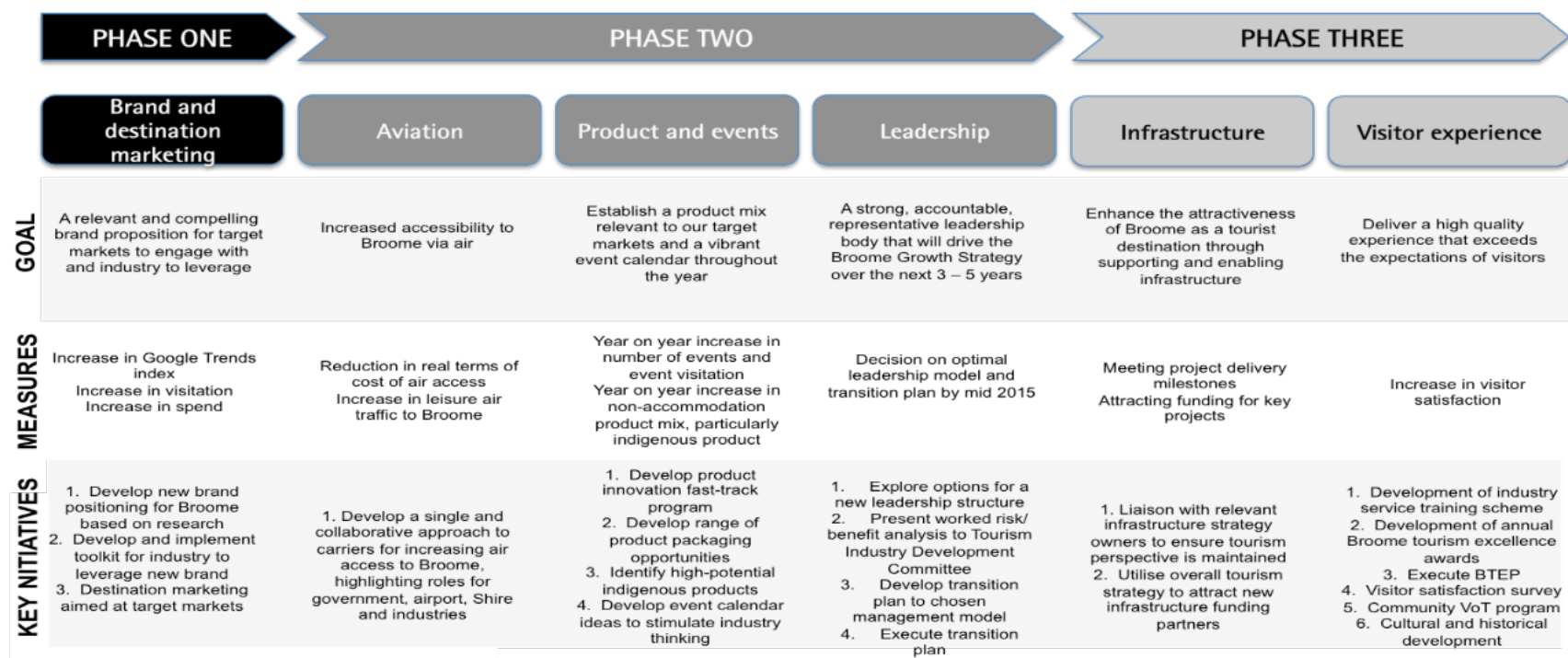
1. The development of new branding and destination marketing.
2. A collaborative cross industry approach.
3. Revitalising Chinatown.
4. The development of a new marina.
5. Indigenous product acceleration
6. The introduction of leadership transitioning processes (p. 24).

The Broome Tourism Leadership Group is chaired by an industry member and it, “operates across multiple levels of engagement and levels that have ownership of some of the strategies, play a participation and linkage role across others, and monitor and track progress of other strategies (p. 68).” According to one of the Group’s members, its task was to oversee the implementation of the strategy, although, “the Group doesn’t have the resources to implement change themselves, but rather to guide and to lend weight to the strategy’s pillars (GC).”

Table 4.2: Broome's Tourism Strategy 2014

A future of long-term sustainable growth and shared success, through
Leadership Leverage Alignment

Overall measures:
Increase in leisure visitation
Increase in spend
Increase in visitor satisfaction



Source: Haeberlin Consulting/tourismwa.gov.au/2016

Strategic tourism performance measures included visitation increases, increases in average spending and increases in visitor satisfaction (Table 4.2). There were no changes to the Broome Tourism Strategy 2014 at the time this Chapter was written. According to a group member, “the plan has not been altered and nothing was added or deleted, and industry has been generally supportive of the endeavours. However, we do have a small minority of the usual whingers as one may find in country towns” (Australia’s North West 2016).

4.3.4 Broome Future Limited

A more recent document (“Unlocking the Door 2015”) was commissioned by Broome Future Limited to examine Broome’s role as a commercial and logistics hub for the Kimberley. Broome Future is a not-for-profit membership entity funded by firms and individuals with regional commercial and community interests. It is an advocate for the sustainable economic, social and the cultural development. The report suggested tourism was a significant issue, but noted:

“Broome and the Kimberley struggle to compete on cost, accessibility and breadth of product. In order to grow, it must diversify its tourism product, improve product awareness and become more accessible to the global tourism market. Without other industries growing at the same time, Broome tourism faces a far more challenging future in terms of accessibility and business viability. The tourism industry will best be served by a stronger and more diverse economy; this will result in the creation of (non-seasonal) jobs in the region (p. 27).”

The document also noted the Indigenous Tourism Champions Program (ITCP), which is a collaborative national program instigated by Tourism Australia and Indigenous Business Australia. It was relevant because expanded eco-tourism in areas only accessible by 4WD, light aircraft or helicopter was seen as crucial (p. 40), as many of the present tourism offerings in Broome are around Cable Beach and involve the multi-cultural aspects of the town, including Aboriginal tourism. The major challenges for growth noted were the region’s remoteness, the high cost of access, a set of complex regional politics and supply chain connectivity, nationally and internationally.

Enquiries were made about the activities of Broome Future Limited that might not have appeared in public documents. A tourism informant noted:

“Broome Future Limited is another advocacy body chaired by ‘xxx’ and is made up of businesses and individuals in Broome and the region. The Broome Shire President is on the board and his wife is the Executive Officer. I do not know if and how they monitor, but ‘yyy’ prepared the report ‘Unlocking the Door’ and that’s ‘zzz’ son (GC).”

A report (*Tourism Research Reveals Low Levels of Awareness about Broome*) was found on the Broome Chamber of Commerce and Industry’s website that suggested “Broome and the Kimberley were not particularly well known” and that information about the destination “was not easily accessible, reinforcing a perception that there is little to do there”. The research suggested other problems included service problems and a lack of attention paid to visitors, a lack of mid-range accommodation, a lack of culinary experiences and the town itself, which was not appealing to some visitors.

4.4 Leximancer analysis: outputs and findings

Three interviews were undertaken with participants from the Shire of Broome (Local Government), the Broome Chamber of Commerce and Industry and the Broome Visitor Information Centre and two with owner-managers of tourism businesses. The owner-managers had operated their businesses for many years and had a deep understanding of tourism in Broome. The first was involved in large resort, while the second was involved in pearling tours and, more recently, accommodation.

Participants responded to a similar set of questions in the semi-structured interviews that lasted approximately an hour. Three were face-to-face interviews and the remaining two were phone interviews. Data were collected between May and August 2015 and were simultaneously transcribed and stored as separate files. Some of the interviews involved multiple interviewees, helping ensure a wide-ranging discussion. Data files were processed for Leximancer analysis, following the procedures outlined in Chapter Three and were imported into Leximancer as one project.

4.4.1 The general landscape of the concept map

This section provides an overview of Leximancer's concept map by identifying the order of the emergent themes and the connectivity and relationship of these themes.

Concepts were investigated using the systemised text data (context blocks) identified by Leximancer. This analysis attempted to present what was important, how it was important and to whom it was important.

Figure 4.1 has seven heat-mapped spheres, each one representing a theme. Concepts and data categories are the grey nodes seen on the concept map with a label identifying the concept or the category. The size of the nodes shows the relative strength of that concept or the category.

The most significant theme was Tourism (red-amber), followed by People (amber) and the State Government (yellow-green). Less significant themes were Policy (green), Success (blue-green), Accommodation (blue) and Community (purple). Theme clusters include a number of concepts and these ranged from a single concept to a number of concepts. Theme names in Figure 4.1 appear in larger font, which is coloured in the same way as the theme sphere. Thus, tourism is the largest node and is also the 'hottest' theme, which means tourism is the major concept (black type) in this cluster.

The grey lines joining two concepts suggests there is a strong direct relationship between these concepts. Concept proximity shows the strength of association between two concepts. However, due to the spherical nature of the semantic map, evidence of contextual associations was validated with relevance, which is obtained from the relational data developed in Leximancer's analysis procedures. In Figure 4.1, name-like and word-like concepts are labelled in black type, while the data categories (FILE_category) are shown in red type (the outlying nodes in the semantic map). The proximity of a data category to a concept reflected the relative strength of association that category has to the themes (and concepts). Concepts closest to a particular category are more significant to that category and less significant to other categories.

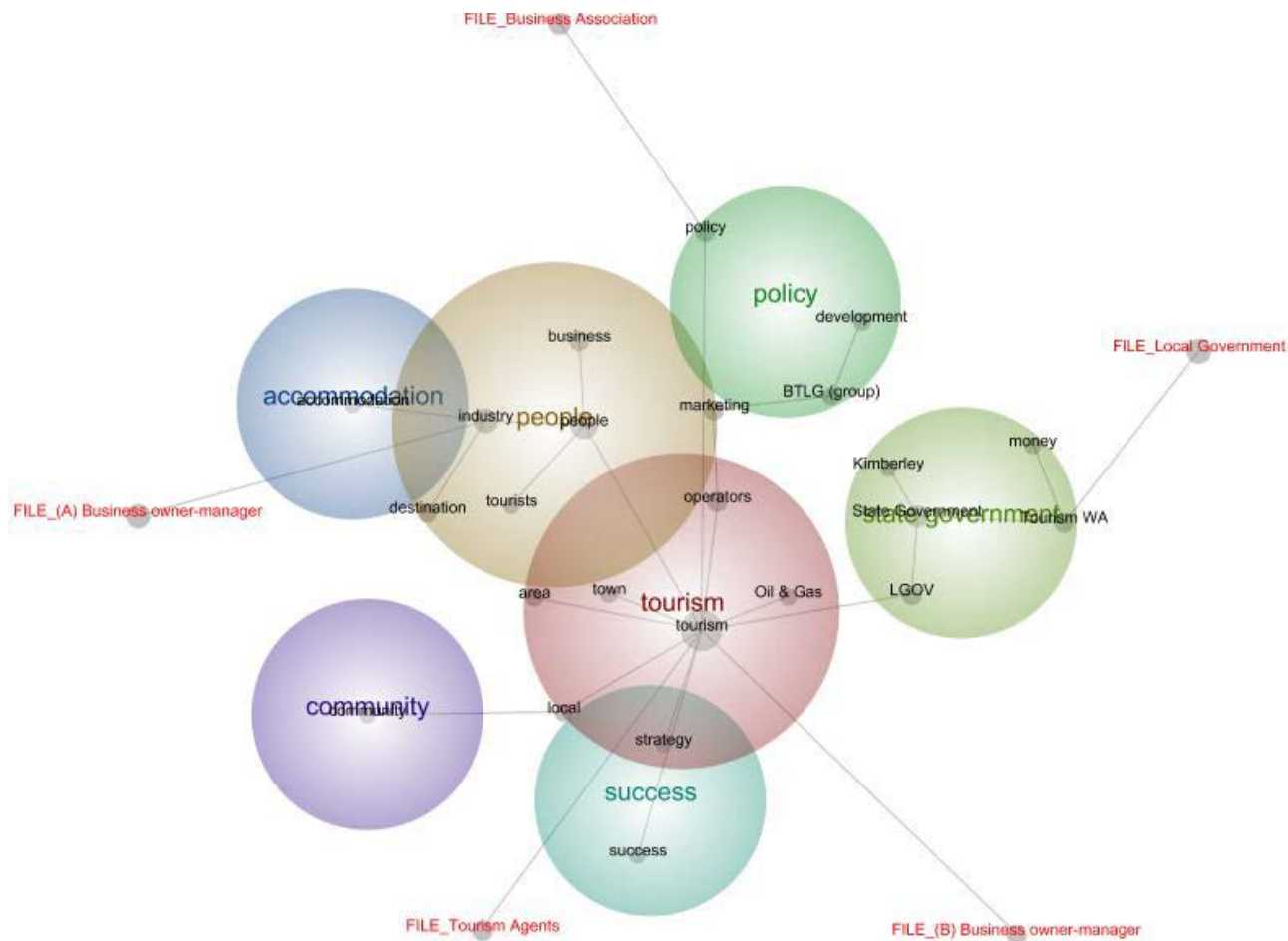


Figure 4.1: The Semantic map of themes, concepts and categories (Broome)

The Broome data had 788 context blocks made up of two sentences in each block. Table 4.3 contains a ranked list of name-like concepts, and the thematic summary. The name-like concepts and themes show corresponding relational data (i.e. count, relevance and connectivity). As explained in the table footnotes under each of the sections in the table, count represents the frequency of text segments with the name-like concept and relevance represents the frequency of text segments relative to the 100% concept, which, in this instance, is tourism. Connectivity represents the summed co-occurrence of the concepts within the theme, to the summed co-occurrences in the 100% theme. For clarity, referencing to themes are described as such. Further, themes and concepts appear in italicised type with themes always shown in proper name format with an uppercase first letter and concepts appear in lower case type unless these are at the beginning of a sentence.

Table 4.3: Ranked name-like concepts and thematic summary (Broome)

Name-like Concepts	Count	Relevance
State Government	76	23%
Local Government	62	19%
Tourism WA	62	19%
Oil & Gas	26	8%
Kimberley	20	6%

Count: Frequency of text segments coded with name-like concept
Relevance: Frequency of name-like concept relative to the most frequent concept

Themes	Connectivity		Relevance
Tourism	1552	100%	Most significant
People	1442	93%	
State Government	811	52%	
Policy	448	29%	
Success	119	8%	
Accommodation	75	5%	
Community	74	5%	Least significant

Connectivity: Relative importance (summed co-occurrence of concepts) of theme to 100% theme
Relevance: Connectedness of concepts (strength) within the theme cluster

Source: Leximancer analysis output/2016

The heated-map spheres represent the seven themes, which are clusters of concepts. The themes contained 26 concepts made up of five name-like concepts and 21 word-like concepts. The name-like concepts were State Government (76/23%), Local Government (62/19%), Tourism WA (62/19%), Oil & Gas (26/8%) and Kimberley (20/6%). Name-like concepts were ranked according to the number of text segments

(count) coded with the name-like concept, and the frequency of the name-like concept (relevance) to the most frequent concept (tourism).

The seven themes were Tourism (100%), People (93%) State Government (52%) Policy (29%), Success (8%), Accommodation (5%) and Community (5%). Connectivity is stated as a percentage (e.g. the summed co-occurrence of concepts for the strongest theme (Tourism) was 1552, making this the 100% theme). The theme People has a summed co-occurrence of 1442, leading to a connectivity score of 93%.

The concept map suggests Tourism (100%), People (93%) and SGOV (52%) were more important themes, followed by Policy (29%). Most concepts appeared within these four theme clusters, re-affirming their significance. Further, People (93%) connected very strongly to Tourism and SGOV (52%) and, although not as high, was also strongly connected to Tourism. The remaining themes (Success (8%), Accommodation (5%) and Community (5%)) were less important to tourism in Broome.

4.4.2 Analysis and results: themes, concepts and categories

The semantic map is a picture of participants' cognitive understanding (Purchase, Da Silva Rosa & Schepis 2016). The two most connected themes were Tourism and People, which were central to all participant groups. The size of the concept nodes, seen as grey circles, suggested tourism (326/100%) and people (140/43%) were the strongest concepts. Industry (106/33%) was the next strongest concept and very close to the people concept. This suggests the relative importance of these three concepts to all participants.

“A majority of people in Broome recognise that tourism makes a significant contribution to our economy. Things being what they are now, there is wide acknowledgement of its importance (TP).”

“I think tourism as an industry is starting to get more priority now than in the last seven or eight years; people are starting to look at the tourism industry as a major employer, and as a significant economy driver I would imagine (RS).”

The Tourism theme contained six concepts (tourism (326/100%), operators (56/17%) and town (31/10%), Oil & Gas (26/8%), area (25/8%) and local (25/8%)). Relational data measures suggested operators (56/17%) was most connected to tourism, followed by town (31/10%). Oil & Gas (26/8%) was next, followed by area (25/8%) and local (25/8%). The five concepts in this theme also had direct paths to tourism, reflecting a strong co-occurrence of text segments between the five individual concepts and tourism. Text segments containing the concept area were contextually related to the Kimberley region and the Shire of Broome, while local related to the business community's wellbeing, as seen in the direct path between local and community (22/7%).

Operators seems to be of critical importance to Broome tourism. Participants suggested the two aspects that had the great impact on Broome were seasonality and the high cost of operating a business because of Broome's remoteness. Many operators do not understand the extreme seasonality of tourism in the Kimberley region. As some experienced owner-managers noted:

"I have witnessed many operators come and go and lose a lot of money. I do not think an operator can understand fully what happens unless you work in the regions and you live in the regions. Living and working in the region's tourism industry gives you a far clearer insight of the challenges that exist, and look, not all operators up here are particularly good at what they do either, and that is another problem for tourism (RS)."

"Broome is an expensive destination and given these constraints and its remoteness that is part of its attractiveness, the cost of providing services, everything comes here come by truck; food and building materials and whatever else it might be, comes in by road transport and that has a cost associated with it (TP)."

"Tourism operators in Broome, like tour operators who do a lot of sightseeing tours, have to charge prices that might seem to be more expensive than other places. (TP)."

The Shire of Broome (2015) suggested "if Broome did not have oil and gas, and some mining, it would be in big trouble." The loss of the James Price project was unfortunate

for the tourism industry, as this meant fewer people would live in Broome, which would have created extra income for industry operators. Local Government and the local business association supported this:

“All those prominent people around, some who have not even been in Broome, were trying to protect Broome from the invasion of oil and gas at James Price; that really damaged our tourism (GC).”

“Broome cannot survive on tourism alone, as with any other industries that contribute to tourism, the Oil and Gas industry had many people living in Broome using the accommodation facilities normally used by tourists (TP).”

Controversy over the James Price project divided the tourism industry in Broome. Local Government (2016) noted “the biggest brief came from the Premier and the falling out of this saga with the James Price oil and gas thing. Broome is a much-divided town and the Premier continues to reckon that it is.” However, two opposing views to the perception of its impact on tourism were evident:

“If the James Price Point project had materialised, it would have been a great boom to increase tourism in Broome. Broome tourism would have benefitted from things like this because visitors would have an opportunity to see something that was massive in nature and to see the LNG plant in operation (TP).”

“If this James Price project had gone ahead, it would have destroyed the tourism industry in Broome and the only people that would have benefitted from this would have been the accommodation sector (JB).”

Close to the tourism concept, the strategy concept had a direct path to tourism, suggesting a strong co-occurrence of the two concepts. The semantic map showed strategy in the theme Success, although the success concept also had a direct path to tourism, implying a strong association between the two concepts:

“Tourism is a significant contributor to Broome. The industry needs to market its product to be successful, just like in any other business. What I am saying is that tourism does not happen as of right in having a place in the economy and get people to support it without the industry contributing towards its success (TP).”

The second significant theme was People, which contained six concepts (people (140/43%), industry (106/33%), business (55/17%), marketing (55/17%), destination (52/16%) and tourists (18/6%)). Participants used people when talking about tourists visiting the town. They also used the word when they talked about the local business and residential community. Industry was the most connected concept to people, as was noted earlier.

The people concept also talked about the Badi Yawuru community, the traditional owners of the land. A tourism business-owner and participant showed sympathetic interests with the people of the Kimberley, commenting:

“My family worked extremely closely with the local aboriginals and set up a community there to support the pearling operation. They have never been invested in any way in tourism, and now for them, the question is like any other industry, a big enterprise that has brought people and migration and taken what has customary been theirs. They have poor feeling about the tourism industry and the growth of that industry and the people that have come with that because it served them nothing (JB).”

Destination had co-occurrences of text segments with marketing, BLTGroup, development and accommodation. These concepts have different positions in the semantic concept map. However, destination and accommodation are close to each other and equidistant to the Business owner-manager category. The positions of these concepts implied a link from BTLGroup to marketing and development. The direct paths in the map support this strong relationship.

The third significant theme was SGOV (State Government). SGOV contained the concepts SGOV (76/23%), LGOV (62/19%), TWA (62/19%), money (28/9%) and Kimberley (20/6%). The SGOV concept had direct paths to LGOV, TWA and Kimberley. Money was a word-concept related to various forms of financial support or contributions, such as would have been obtained when making an investment, securing grant funding or spending on tourism related purposes. Money was closest to the Local Government category and this category's direct path to the TWA concept suggests a strong association between the two concepts.

The Shire of Broome (2015) noted “State Government doesn’t give tourism the importance it should have in Broome” and suggested “Tourism and Local Government are the two places that have always been low on the feeding chain in terms of Cabinet and State Government.” The Shire of Broome (2015) described the activities of the State Government agency (TWA) as well intended, but not necessarily supportive of generating benefits for Broome tourism:

“What is it? Are we too far away from the world, are we so isolated? TWA concentrated on Margaret River, and very successfully too and have done well. Has TWA concentrated on the Kimberley? Not as much as they could (GC).”

“TWA has declared marine parks and national parks for Broome. That is a good thing because it can generate more tourism. Then, DPOL [Department of Parks and Wildlife] manages this and DPOL is a State Government agency that does not require Local Government’s authority to do anything. Does DPOL talk to TWA? No, it does not. DPOL just lock it up so that they have less to do; they protect it, instead of openly drive it for tourism (RS).”

“TWA tried to get this indigenous people thing doing tourism. A couple of indigenous tourism operators are okay; however, most of these businesses are not okay. It is the best experience if you want to see originality of indigenous tourism and TWA went spending lots and lots of money in that area, but TWA just doesn’t know what it is doing (GC).”

Interestingly, a tourism business owner supported the Shire’s interest in developing tourism. Concerns raised included tourism’s sustainability in Western Australian regions.

“I think the Local Government are engaged with tourism to a degree but I do not think it sees tourism as the prime economy driver for Broome; I think the LGA would much rather have a lot of mining and oil and gas up here in Broome. However, whether I see Western Australia as ever being hugely dependent on tourism, I do not think so (RS).”

However, Local Government had put several initiatives in place to develop a tourism policy and does other things to support tourism:

“We carry out some advocacy roles and try to get tourism policy developed that is not a one-size fits all and at the will of whoever is in charge We also have to look at the aviation sector of this; we also look at cruise ships. at bloody TWA. There are some other bits and pieces we are doing including accommodation studies. No one does any real comprehensive surveys about tourism policy, or its impact (GC).”

The semantic map shows policy is close to the Business Association category and the two concept nodes are connected by a direct path. The local business association suggested Local Government might not have the power to make tourism policy because of constraints in the State’s Local Government Act. It suggested “there is some expectation the Local Government does that” but also noted:

“There is a lot of criticism of Local Government because of its failure to pick up and create economic development opportunities whether it is in tourism or indeed in other segments of the economy. The catch is of course that LGA is constrained by the Act and this change will place Local Government in a situation where it is not able to perform in those activities (TP).”

4.4.3 Perceptions of concept importance of participant categories

Leximancer computes prominence scores for concepts within categories. A prominence score is the joint probability divided by the product of marginal probabilities (Leximancer insight-dashboard 2016). It is a measure of the relative frequency percentage and the strength percentage of the most prominent concepts in a category. Table 4.4 shows the top five concepts in each participant category. A concept score greater than 1.0 suggests that co-occurrence happened more often than by chance, suggesting the concepts are not independent. Consequently, the table is a high-level view of the most important concepts for each participant group.

Table 4.4: The top five ranked concepts by prominence for categories

Local Government concept (prominence)	Business Association concept (prominence)	Tourism Agents concept (prominence)	Owner-manager (A) concept (prominence)	Owner-manager (B) concept (prominence)
money (2.4)	policy (2.6)	local (3.8)	operators (1.9)	accommodation (1.8)
development (1.9)	destination (1.7)	community (3.3)	town (1.8)	industry (1.5)
BTLGroup (1.7)	business (1.5)	success (3.2)	local (1.4)	business (1.0)
people (1.2)	operators (1.5)	area (2.9)	business (1.1)	town (1.0)
marketing (1.0)	tourism (1.2)	destination (2.1)	tourism (1.0)	people (1.0)

The prominence score is the measure of Relative Frequency (%) and Strength (%) of the most prominent concept in the category.

A prominence score greater than 1.0 indicates that co-occurrence happens more often than by chance. (concepts are not independent)

Across the five categories, scores are hierarchal, indicating the different levels of importance within the category and represent a summary conclusion of perceptions found in each participant group. A concept prominence score related solely to the concept category. Thus, prominence scores for a concept that appeared in different categories are not relatable.

In the Local Government category, perceptions of concept importance for tourism reflected highest in investment (money). Local Government spoke of the need to develop tourism because of its economic importance. It formed a tourism leadership group with members (people) from institutions and industry to develop a tourism strategy for Broome. The strategy focused around the development of a destination marketing strategy and the infrastructure needed to support destination marketing, products and events and the visitor experience. Most notably, marketing (1.0) was the least important in the top 5-concept list even though ‘brand and destination marketing’ was the first phase of Broome’s Tourism Strategy 2014.

The Business Association category considered policy to be the most important concept and discussed limitations of tourism policy formulation at a local (destination) level, (i.e. Local Government and State Government agencies operating in the regions (Kimberley)). Other important concerns noted in the category included the challenges tourism businesses, and indeed, operators faced in Broome.

Tourism Agents focused strongly on the importance of the local context of tourism, which also included community as two key concepts of tourism success. It also considered a wider breadth for growing tourism by generating tourism experiences in the Kimberley region (area).

The remaining categories, Owner-manager (A) and Owner-manager (B), suggested a focus on the importance of aspects concerned with the commercial aspirations of tourism operators, particularly those who owned tourism accommodation. The concept, industry was also used to refer to operators of tourism business. These two categories felt concepts like business and town were important to tourism.

Overall, 17 concepts were identified, of which one was common to three categories and six were common to two categories. A further 10 concepts were attributed to a single category. The most prominent concept in this analysis (tourism, 100%) appeared in Business Association and Owner-manager (A). The people, operators, destination, town and local concepts were each in two categories, similar to the concept, tourism, while Business appeared in three categories. Not surprisingly, these three categories were the Business association and Owner-manager (A) and Owner-manager (B). The next section concludes the chapter by addressing the study's research questions determined and drawing some insights from the interviews.

4.5 The research questions

RQ1: How do participants feel the processes of planning, managing and measuring tourism contributes to formulating and implementing tourism destination policy?

There was evidence the TWA and Local Government had initiated tourism policies. Participants felt political factors had driven the formation of a tourism leaders' group and that institutional tourism players led the way in this development. The group, funded by TWA, Local Government and the Kimberley Development Commission developed the Broome Tourism Strategy 2014 and participants suggested there had been consultation between institutional and industry stakeholders, including with those involved in Aboriginal Tourism.

However, participants did not feel positive effects had come from the strategy. They noted resources were not available to implement or manage the strategy and, consequently, no monitoring was undertaken. This suggested institutional tourism players had developed a strategy, without considering how Broome's tourism industry might engage in its implementation or monitor performance. Consequently,

participants were unclear about who should provide tourism policy. They felt funding tourism development was more important and they seemed to associate tourism policy formulation with tourism funding.

RQ2: How do participants feel about using tourism policy to create a positive tourism environment?

Participants expressed a strong commitment to tourism development and noted Local Government had started to develop tourism policies, but they did not feel this had led to a positive tourism environment. While the Broome Tourism Strategy 2014 suggested there was strong engagement with stakeholders and the community, participants felt the tourism community in general, and owner-operators in particular, were divided about how tourism should be developed, with some favouring focusing on tourism, while others supported developing tourism alongside other industries, such as oil and gas. Consequently, participants felt tourism policy (or strategy) had not created a positive tourism environment. Additionally, some felt institutional tourism players drove the strategy for reasons that might not be beneficial to individual tourism players.

RQ3: Do participants feel tourism supply planning impacts policy and strategy?

Participants felt supply planning might have a positive impact on policy and strategy. It was clear Local Government supported tourism and, indeed, had created a policy designed to generate funds (from land rates) to support visitor servicing through the Broome Visitor and Information Centre and destination marketing through Australia's North West. The Local Government's Economic Profile 2012 also included a Tourism Housing Strategy that it hoped would provide accommodation to attract quality tourism employees during the high season. Local Government's policy on competing land uses was also designed to support tourism development, as Local Government wanted Broome to continue to be a premier tourism destination. Participants felt Local Government planning for tourism was supportive, but they also felt State Government funding was critical to policy and strategy planning developing tourism.

RQ4: How do participants feel tourism destination policy to impact on collaboration among tourism players?

Participants felt tourism policy (or strategy) did not lead to collaboration among tourism players. Some suggested Local Government was pro-active in creating policies to develop tourism and there was evidence of policies (strategies or plans) to develop Broome's natural iconic attractions, such as Cable Beach and Old Broome (China Town). In spite of this policy and strategy activity, participants felt Broome's tourism industry was divided and that this division was especially severe between institutional stakeholders and tourism operators.

RQ5: How do participants feel tourism policy affects conflicts of interest in their destination?

Participants felt tourism policy (and strategy) had not reduced conflicts of interest. They felt misaligned views about tourism destination marketing were detrimental to Broome's attempt at sustainable tourism and that conflicts of interest prevented sensible alliances and collaborations, especially between key institutional tourism players (indirect providers) and the direct providers of tourism products and accommodation services. Participants felt institutional tourism players supported the State Government needs over local tourism industry needs. Direct providers of tourism products and services favoured Broome becoming a resort destination that focused on leisure travellers, while indirect providers felt tourism would be unsustainable without substantial corporate activity in Broome.

RQ6: How did participants feel about tourism policy when this could help them to become a better tourism destination?

Participants felt Broome tourism did not start with policy and strategy but through the efforts on an entrepreneur who combined Broome's natural environment with outstanding resort facilities. Despite the destination's remote location, the project was a catalyst to further private tourism investment in the form of holiday accommodation and the entrance of a non-resident community into Broome. Some suggested this helped Broome become a tourism destination and that this was 'unwritten' policy. Participants did not see the development of land laws to accommodate tourism as a policy or strategy to grow tourism. They also felt the provision of improved and affordable access and contributions to destination marketing were a State Government

responsibility. Indeed, participants did not believe Broome could develop a sustainable tourism industry without Government support.

RQ7: What tourism features do participants feel are important to bring tourism success to this destination?

A range of factors were important to developing tourism, besides Broome's natural appeal. While Local Government focused on State Government funding as a catalyst to development, other participants recognised a need for sustained industry-driven tourism leadership. The Business Association focused on policy development and saw this as a State Government responsibility. Tourism Agents focused on the community's acceptance of tourism through the development of local infrastructure, such as facilities and amenities that primarily met local community needs but also supported tourism. Most felt there was a need for a strategy that focused on the destination's requirements rather than on the State Government's requirements. Owner-managers particularly felt industry collaboration and sustainable business conditions were important, noting the need for high accommodation occupancy as a way to improve business sustainability.

As noted earlier, Leximancer identified 24 name-like and word-like concepts in the interview data. Concept rankings showed tourism as most important, with people (43%) and industry (33%) the next important concepts. The participant groups suggested policy (20%) was also important. Participant categories also suggested the State Government (23%), Local Government (19%) and Tourism WA (19%) played critical roles (Table 6.4).

4.6 Conclusion

Broome, a coastal town in Australia's North West tourism region, is a well-known tourism destination that has iconic tourism value and has had reasonable success over the years but has suffered from some catastrophic events (the Ansett Airlines collapse and the GFC). Tourism's economic value is very important, but tourism remains at a development stage in its life cycle in spite of the years Broome has been involved in tourism. Its remoteness and access are the most challenging issues for tourism and for business generally.

The semantic map (Figure 4.1) highlighted tourism's (economic) importance (as the *Tourism* theme was centralised), with *State* (SGOV) and *Local* (LGOV) Government concepts in close proximity to *Tourism*. The semantic map and text data demonstrated its relationships to other concepts and to the participant categories. This chapter concluded with responses to the seven research questions posed for the within-case analyses. As mentioned earlier, this was the first case and, consequently, the format was used for the remaining four destinations. This chapter also contains a post-script that provides some initial insights from the interview and documentary data collected from this first case narrative, which is presented below.

Post-script

Some initial insights from the Broome interviews

Participants acknowledged tourism's past and future importance to Broome. They felt tourism's importance became important when low accommodation occupancies and reduced economic activity hit Broome when the James Price Point project was abandoned. It was recognised that the corporate and government sectors had underpinned tourism activity in recent years. Participants felt Broome had not grown its leisure markets and, consequently, corporate and industrial activity was seen as essential to tourism. It was also clear some stakeholders felt tourism should focus on leisure markets to create business sustainability.

Participants had some knowledge of the State Government's tourism strategy. While they showed little knowledge of how the strategy might benefit Broome's tourism industry, they had strong views about Broome's tourism importance to the State Government, alongside the importance of Margaret River, a destination discussed subsequently. Most participants were confused about the questions that asked about tourism policy. They were not aware there was tourism policy for Australia or WA. The terms policy, strategy and often planning, were confused and used interchangeably. However, they felt the recent Broome Tourism Strategy (2014) might expand tourism in Broome.

Not all participants knew about Broome's tourism planning. Local Government had a good understanding of Broome's Tourism Strategy 2014 and, indeed, knew about the

Local Governments' support for tourism and tourism policy development in Broome. While other participants had a reasonable knowledge of t Broome's Tourism Strategy and some of its content, familiarity with Broome's other tourism policy publications was low. Consequently, it was hard to see whether Local Government had clearly communicated its efforts in tourism development to stakeholders and, indeed, to its community. Further, there was some criticism of Local Government's maintenance of the community's infrastructure, which visitors and tourists used.

Most participants could not answer questions about who was responsible for tourism development, with some suggesting this was a State Government responsibility rather than a Local Government responsibility. Participants felt tourism business operators were fragmented, with many having limited 'formal' education and knowledge of tourism. They also felt some tourism business operators had not investigated tourism before they entered the industry. Some saw tourism policy as important and were surprised to learn the State Government had a tourism strategy, but not a long-term policy. Other participants did not consider tourism policy was important to successful tourism. However, most felt good policy (and strategy) could improve Broome's tourism performance and, consequently, there was considerable discussion about policy issues in the interviews.

Appendix 4.1: Broome tourism documents

1. 2005-2010 Tourism WA, *Tourism WA Strategic Plan*
2. 2007-2017 Tourism WA, *Australia's North West Destination Development Strategy*
3. 2010-2015 Tourism WA, *Australia's North West, Destination Development Priorities*
4. 2010 Shire of Broome, *Tourism Initiative Review*
5. 2011 Broome Chamber of Commerce *Strategic Outline Plan*
6. 2012 Shire of Broome, *Tourism Administration Policy*
7. 2012 Shire of Broome, *Economic Profile Final Report*
8. 2012-2017 Shire of Broome, *Environmental Management Strategy*
9. 2013-2016 Regional Development Australia, *Kimberley Regional Plan*
10. 2013-2018 Kimberley Development Commission *Strategic Plan*

11. 2013-2015 Department of Resources, Energy and Tourism, *Broome Tourism Employment Plan* (Australian Federal Government)
12. 2014 Shire of Broome, *Old Broome Development Strategy Part 1*
13. 2014 Shire of Broome, *Old Broome Development Strategy Part 2*
14. 2014 Shire of Broome *Agenda for Special Meeting of Council: October 7 Adoption of Old Broome Strategy & Legislation for Caravan Parks and Camping Grounds*
15. 2014 Broome Tourism Leadership Group, *Broome Tourism Strategy*
16. 2015 Broome Future Limited, *Unlocking the Door*
17. 2015 Kimberley Development Commission *Blueprint 2036 And Beyond*
18. 2015 Regional Development Australia, *Kimberley White Paper on developing Northern Australia*
19. 2015 Yuwaru, *Submission to Kimberley Regional Investment Blueprint*
20. 2015 Shire of Broome, *Corporate Business Plan*
21. 2015 Shire of Broome, *Broome Strategic Community Plan*
22. 2015 Shire of Broome *Policy Manual Broome Tourism Policy Review*
23. 2016 Shire of Broome: *Broome Cable Beach Development Strategy Part 1 & 2*
24. 2016 Shire of Broome: *Broome Local Planning Development Strategy Part 1 & 2*
25. 2016 Tourism research reveals low levels of awareness about Broome

Chapter Five

The Geraldton Case Study

5.1 Introduction

Geraldton is a coastal town on WA's mid-western Indian Ocean. It is the seat of the Local Government Authority for the City of Greater Geraldton. Located 420 kilometres from Perth, Geraldton is one of Australia's regional capitals. It is a major seaport and is an important service and logistics centre for mining, fishing, wheat, sheep and tourism (Midwest Regional Blueprint 2015). While Geraldton has some distinctive tourism attributes, including a long coastline and a developed foreshore, the development of tourism infrastructure facilities and its location on a coast that is in the path of highly changeable weather patterns with no protection from winds, have been challenges.

5.2 A background to Geraldton

Geraldton was included because it has a long connection with tourism. The town has many characteristics associated with regional vacation destinations, with visitors coming from inland rural communities and from Perth. Apart from its historical and cultural significance, the region offers "world-class nature, coastal, marine and wildlife experiences (Midwest Regional Blueprint 2015, p.31)."

The Houtman Abrolhos Islands, 80 kilometres off the coast, is the place where *The Batavia*, the flagship of the East India Company, was wrecked on 4th June 1629. A detailed account of "The Abrolhos Tragedy" translated from notes of Francois Pelsaert, its commander, can be found in a Western Mail article (24th December 1897). Events surrounding the mutiny and the rescue and punishment of the Batavia mutineers were of "great historical significance to the town of Geraldton and the region (museumwa.gov.au/2016)."

Augustus Gregory travelled through the area in 1848 and James Walcott, a member of the expedition, discovered lead ore in the bed of the Murchison River (Birman, 1979). The 'Geraldine' mine was named after the family home of Charles Fitzgerald, the fourth Governor of WA. Geraldton, named after Governor Fitzgerald, was surveyed in 1850 and the first land sale was in 1851.

Aboriginal people natives to the region are the "Yamatji" or "Wajarri" people (Scott, 2013). It is unclear when indigenous people explored and lived around Geraldton, but Scott (2013) suggests "Wajarri" country goes inland from Geraldton to Mullewa to the southwest and Gascoyne Junction to the north. She suggests Aboriginal people in the region helped European settlers identify permanent water sources and worked in the pastoral and fishing industries.

Greater Geraldton's population was 41,223 people in 2015 (ABS Population Estimates-SA2-Cat. No. 3235.0), an 11% increase from 2011. Around 90% of the City's population is in townships ranging from approximately 650 people to around 4,000 people, with the township of Geraldton being the largest in this municipality. Geraldton's economy includes fishing, mining, manufacturing, construction, real estate services, transport and warehousing, tourism and agriculture (Geraldton Economic Development Strategy (GEDS 2013-2023), but there is a recognised need to develop tourism. A SWOT analysis highlighted an opportunity for regional tourism development but also noted "apathy and lack of effective collaboration within the business community" and a "low entrepreneurial spirit in segments of the population." (GEDS 2013-2023, p. 27). Geraldton was expected to benefit from the "rapidly growing communities within the coastal shires" (Midwest Investment Plan (MWIP) 2011-2021, p. 7). The MWIP outlines a vision for continuous promotion of the Midwest as a "desirable place to live, work, study and invest" (MWIP 2011-2021, p.16). At the time the plan was prepared, the Midwest's resource economy (the main economic driver) was still to boom.

Table 5.1 (based on publicly available documents and informed by interviewees) provides an inventory of Geraldton's main tourism offerings, an events annual calendar and the destination's major industries. It also contains tourism metrics from Tourism Research Australia data and from Local Government Authority information

found on the web. Geraldton has over 400 tourism businesses, of which 34% are nano-businesses, 27% are micro-businesses, with the remainder being SMEs, with 29% employing between five and 19 people and 10% employing more than 20 people.

Table 5.1: Geraldton: Tourism sector characteristics, visitation and local industry

Tourism products and services	Culture	HMAS Sydney Memorial	WA Museum	Point Moore Lighthouse	Historical Buildings
	Sun and beach	Windsurfing	Fishing	Boating	Snorkeling/diving
	Nature	Wildflowers	Trails & Walks	Mullewa Lookout	Tallering Peak
	Sports competition	Local	Regional	State	
	Corporate & social				
	Themed	Queens Park Theatre	Rail Heritage Loop	The Geraldton Cup	Religious Tours
	Travel	Air travel tours	Sea travel tours	Coach tours	4-wheel drive tours
	Lodging and food	Accommodation	Restaurants	Bars	Wineries
Tourism events annual calendar	Cultural & Heritage	Mullewa Muster	Valley View Vintage	NAIDOC	Reconciliation Week
	Commemoration	Anzac Day	HMAS Sydney	Australia Day	Aquatic Festival
	Celebration	Midwest Show & Shine	Harmony Day	GFest	Music Festival
	Sporting	Mullewa Polocrosse	Boat/Caravan/Camping	City to Surf	
	Awards	Red Hill Concert	Relay for Life	Midwest Arts Prize	Seniors Week
	Festivals	Mullewa Wildflower	Big Sky Festival	Sunshine Festival	Mullewa Agricultural
	Food and Beverage				
Visitation Statistics		International	Interstate/Intrastate	Day	Total
	Visitors('000)	26.0	174.0	135.0	335.0
	Visitor Nights ('000)	289.0	604.0	-	893.0
	Average stay nights	11.1	3.5	-	4.5
Metrics	Economic benefit (\$m)	15.0	104.0	27.0	146.0
	Average spend/trip (\$)	572.0	594.0	-	
	Average spend/night (\$)	51.0	172.0	-	
	Output (\$m)	-	-	-	144.8
	Number of jobs	-	-	-	673.0
	Cost of jobs (\$m)	-	-	-	38.0
Local industries	Mining	Agriculture	Fishing	Building/Construction	Retail
	Tourism				

Visitor data were based on four-year averages from 2010 to 2014 and are categorised by source (international and domestic with the latter made up on both interstate and intrastate visitors). International visitors accounted for nearly 8% of visitors, while domestic visitors accounted for 52%. Day visitors accounted for the remaining 40%, with this segment including international and domestic visitors. International visitors accounted for 32% of total visitor nights, with the remaining 68% being interstate and intrastate visitors. On average, international visitors spent 11 nights in town, while domestic visitors spent 3.5 nights in town. Tourism economic benefits come from a collection of tourism activities across the retail, accommodation, restaurants, bars and cafes, cultural and recreational services sectors. The City obtained a benefit of \$146m

from tourism in 2015, of which \$15m was due to international visitors, \$104m due to domestic visitors and \$27m due to day visitors. The tourism industry currently supports about 700 jobs.

Australia's Coral Coast (ACC) tourism region stretches from Exmouth in the north to Jurien Bay and Cervantes in the south. The region extends inland and covers an area of approximately 1100 square kilometres. As mentioned earlier, tourism regions and economic regions have different borders, which means local government areas in a tourism region can be in different economic regions. Greater Geraldton is in Australia's Coral Coast tourism region and in the Midwest economic region. The Midwest region has 17 local governments, of which 12 are in Australia's Coral Coast. Eight are in the Midwest economic region, three are in the Gascoyne economic region and one is in the Wheatbelt economic region. The remaining local governments are in Australia's Golden Outback tourism region.

The upturn in WA's mining related industries had a significant impact on the Midwest and surrounding economic regions, as mining and resources activity took precedence over other industries. The increased mining activity meant demand for tourism related services, such as accommodation, restaurant and café services, increased, pushing up prices and displacing tourists. It seems the build-up in mining and resources activity (around 2010) led TWA to withdraw resources from the Midwest region (Regional development Australia 2015). The magnitude of the development in mining and resources led to the development of considerable infrastructure (e.g. modernising highways and other roads and improving the accessibility of once remote towns). These improvements reduced the time to travel to destinations beyond Geraldton, which meant those who travelled by car and towed caravans were less likely to stay in Geraldton.

TWA's movement out of the region and a renewed interest from local governments that needed guidance and assistance prompted the Midwest Development Commission to become involved in tourism, which led to the *Midwest Tourism Alliance* (MWTA), which includes the City of Greater Geraldton and the Shires of Northampton, Irwin and Chapman Valley being set up to represent the region.

The City operates the Geraldton Visitor Information Centre in an alliance with local tourism business owners. In the absence of a local tourism association, some sub-groups, supported by the Midwest Development Commission, were formed to push local government to support tourism efforts.

5.3 A review of tourism plans for Geraldton

The search for Geraldton tourism-related documents found 25 tourism-related publications produced by State Government agencies, the Regional Development Commission, the Heritage Council of Western Australia and Local Government, of which 12 were produced in Geraldton. The Department of Fisheries produced three documents related to the Abrolhos Islands, while TWA and the then City of Geraldton (pre-amalgamation) produced one. The City of Greater Geraldton (Local Government) produced the remaining eight documents.

5.3.1 Department of Fisheries, Western Australia

The Department of Fisheries is a State Government agency that controls and manages the Abrolhos Islands. These documents were included because the Islands are a part of Geraldton's tourism mix and became part of the City of Greater Geraldton in mid-2015. The first document (Future Directions for Tourism at the Houtman Abrolhos Islands 1998) was prepared for the Abrolhos Islands Management Advisory Committee, which was set up to develop the islands as a tourism destination with a mix of commercial tourism attractions, such as "charter boat operations, shore based facilities on the inhabited islands and moored accommodation facilities." The objective was to "manage environmentally sensitive nature-based tourism which is consistent with the values of the Abrolhos system and provide appropriate access to the area for the community (p. 06)."

The Exploring the Houtman Abrolhos Islands 2012 book was published to generate interest in the attributes and uniqueness of the islands and to meet increased demand. A small section addressed tourism development and recreation, promoting boat and air charter businesses and eco-tourism., although it was noted that "any tourism or recreation development proposal for land or sea will need to maintain the environmental and cultural values of the Abrolhos and, most importantly, minimise

its footprint (p. 73).” To facilitate tourism development, the Department of Fisheries produced The Houtman Abrolhos Islands Management Plan 2012 that included a tourism and recreation management strategy that allowed “resource-sharing and use of existing private infrastructure” and noted “infrastructure specific to new tourism was still to be developed (p. 8).”

5.3.2 TWA and the City of Geraldton (Local Government)

The Geraldton Accommodation Study 2008, undertaken for TWA and the City of Geraldton, noted a lack of mid-market and superior accommodation. The report was designed to assist government, developers and investors identify investment opportunities and assist with “the identification, planning and prioritisation of appropriate tourism development sites with the City of Geraldton-Greenough,” now the City of Greater Geraldton. It concluded additional accommodation would not be needed until after 2015.

5.3.3 The City of Greater Geraldton (Local Government)

The City of Greater Geraldton was created in 2011. Prior to this time, tourism-related plans were found with State Government agencies, as regional tourism plans and these are discussed in Appendix C. The Geraldton City Centre Vibrancy Strategy 2012 was developed by the City against a backdrop of “community infrastructure projects including the Batavia Coast marina, the foreshore redevelopment and children’s water playground and a new Geraldton Public Library” (p. 04). The prospect of “increasing iron ore exports and the proposed development of the Oakajee Port” (p. 04) was considered a compelling reason to examine tourism development, community planning and urban design. Broad references to tourism appeared throughout the document, which noted marketing and investment were critical. An Outline Development Plan identified a large development site that included “tourism and recreation” facilities (p. 37). While the plan was not specific about facilities, a subsequent document (Greenough to Cape Burney, Coastal Planning Strategy 2013) suggested using the site as a resort “that would include hotel, motel and restaurant (that would allow) prospective purchasers the greatest amount of flexibility to provide high quality development (p. 20).” The Greater Geraldton Economic Development

Strategy 2013-2023 also recognised regional tourism industry development as an opportunity, as did the Geraldton City Centre Vibrancy Strategy 2012.

Following TWA's review of recreational vehicle tourism, the City produced Making Geraldton "RV-Friendly" 2014. TWA's research showed a trend from caravan parks to travelling motorhomes. However, Geraldton missed "this tourism segment when compared to neighbouring towns and destinations in the region" (Brighthouse Report 2012). The report provided a comprehensive plan to build this segment, addressing requirements, actions and timelines to ensure services were available to motorhome visitors.

The City of Greater Geraldton's Local Planning Strategy 2015 was the "first local planning strategy" (p. 9) since amalgamation. The City felt sites around the Batavia Coast Marina, the redeveloped foreshore and the City Centre, could be "developed or redeveloped either exclusively for tourism or with a strong tourism component" (p. 15) and that plans were needed to "facilitate...appropriate tourism accommodation, activities and related development within the City" (p. 24). The City also produced a Low Impact Rural Tourism 2015 plan that suggested the region's high natural amenity values could lead to accommodation demand in rural areas, requiring some policy revision to encourage tourism development while ensuring the sustainability of the rural environment.

5.4 Leximancer analysis: outputs and findings

Like the previous case narrative, the five interviewees were officers from The City (Local Government), The Geraldton Chamber of Commerce and Industry, and the Geraldton Visitor Information Centre that has several small tourism operators' interest groups. The other two interviewees were tourism business owner-managers. The first operated boutique accommodation facilities and headed by one of the tourism-interest groups, while the second operated multiple eateries and retail businesses in the town centre.

Participants responded to a similar set of questions with the semi-structured interviews lasting approximately an hour. Four interviews were face-to-face, and one was a telephone interview. Data were collected between July and September 2015 and were

simultaneously transcribed and stored in separate files. The Local Government and visitor information centre data were obtained from several interviewees, enabling a broader collection of perceptions. As outlined in Chapter Three, the data were imported into Leximancer and the next section discusses the results obtained.

5.4.1 The general landscape of the concept map

This section discusses the semantic map that shows the themes, concepts and categories for Geraldton using the systemised text (context blocks) data and the relational data. The procedure follows that used in the Broome case, as was outlined in Chapter Three. Figure 5.1 shows six heat-mapped theme spheres. The most significant theme contained the most connected concepts, Tourism (red amber). The People (amber) and Region (yellow green) themes followed the Tourism theme. The less significant themes were Marketing (green), Money (blue green) and TWA (purple). These ranked themes are shown in Table 5.2 which also lists each theme's Connectivity and Relevance.

Five theme clusters contained multiple concepts and one theme had a single concept. The summed co-occurrence of concepts in each theme determined the theme's connectivity to the most significant theme. Twenty-one concepts were identified, of which four were name-like concepts and 17 were word-like concepts. Concepts were generally concentrated in the two major themes (Tourism and People). These themes are in the centre of the map, indicating their relative importance to participants.

Region was the next significant theme. The overlap of Tourism and Region coincided with the destination concept. This concept's proximity suggests Geraldton's importance to the region and that there was a strong direct relationship with the Local Government category. The fourth ranked theme (Marketing) was close to the two major themes. Participants saw marketing as significant to tourism and the semantic map suggested this was more significant for Local Government and Business owner-managers. The remaining two themes seen to the left and right of the concept map were Money and TWA, which showed relationships with Business owner-managers and Tourism Agents, respectively.

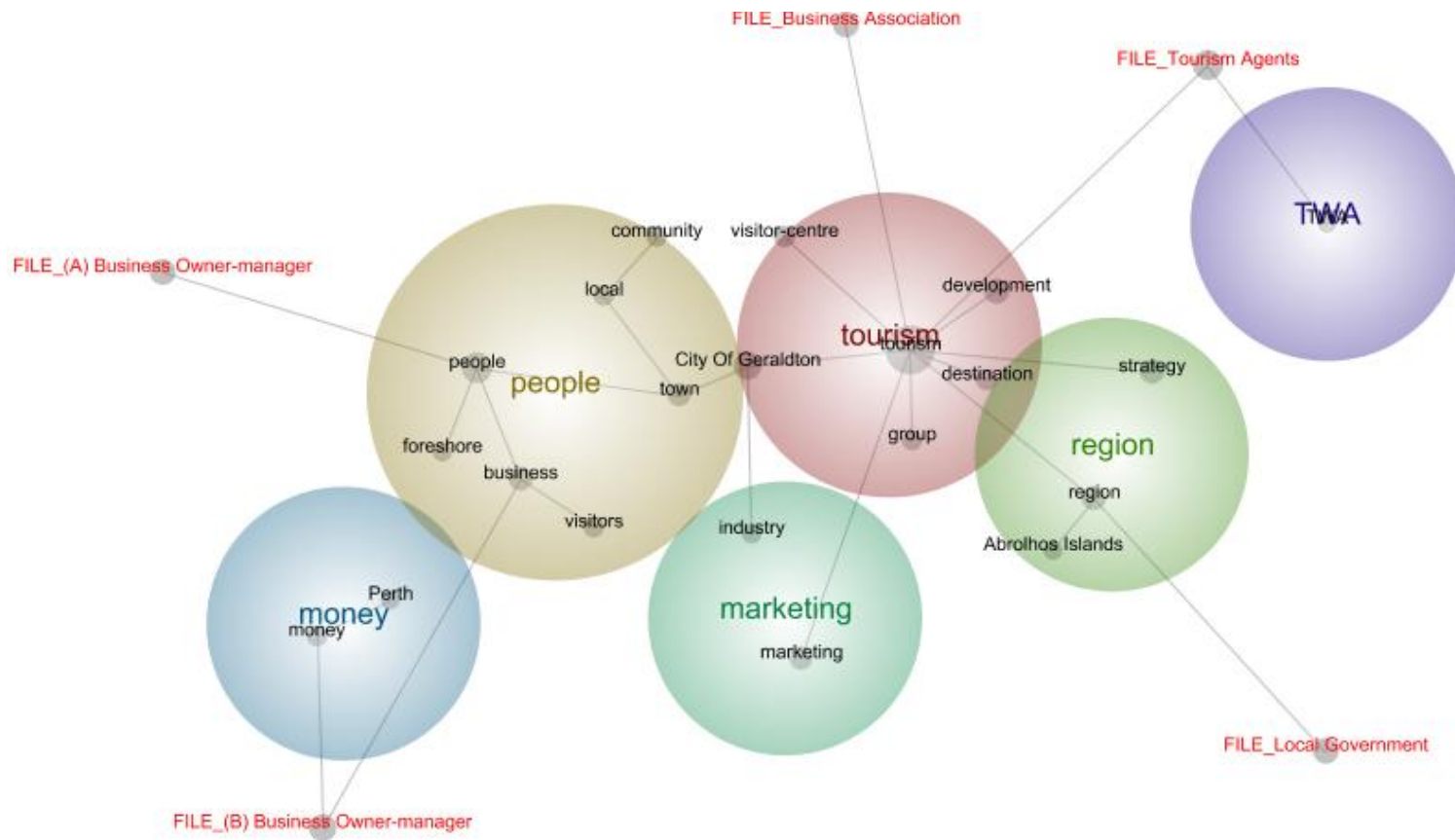


Figure 5.1: Semantic map themes, concepts and categories (Geraldton)

The Geraldton data included 682 context blocks of two sentences per block across the five categories. Table 5.2 shows the name-like concepts and the thematic summary obtained in this analysis.

Table 5.2: Ranked name-like concepts and thematic summary (Geraldton)

Name-like Concepts	Count		Relevance
City of Geraldton	77		30%
Tourism WA	20		8%
Abrolhos Islands	19		7%
Perth	17		7%
<i>Count: Frequency of text segments coded with name-like concept</i>			
<i>Relevance: Frequency of name-like concept relative to the most frequent concept</i>			
Themes	Connectivity		Relevance
Tourism	1311	100%	Most significant
People	848	65%	
Region	355	27%	
Marketing	190	14%	
Money	143	11%	
TWA	47	4%	Least significant
<i>Connectivity: Relative importance (summed co-occurrence of concepts) of theme to 100% theme</i>			
<i>Relevance: Connectedness of concepts (strength) within the theme cluster</i>			

Source: Leximancer analysis output/2016

The four name-like concepts were the City of Geraldton (Local Government) (77/30%), Tourism WA (20/8%), Abrolhos Islands (19/7%) and Perth (17/7%). The next section examines the themes, concepts and the associations these concepts have with the data categories. The analysis and subsequent results draws on the concept map supported by the systemised text data and relational data.

5.4.2 Analysis and results: Themes, concepts and categories

‘Tourism’ was the most significant theme (red amber). It contained six concepts (tourism (261/100%), City of Geraldton [Local Government] (77/30%) and development (51/20%), visitor-centre (34/13%), destination (30/11%) and group (22/8%)). Tourism connected directly to each of the other five concepts. Consequently, this family of concepts appeared self-explanatory of the element’s participants perceived of their tourism. The concepts were representative of the word used generally, with the concept group used when speaking about the working groups of tourism players in this destination that were associated with the City of Geraldton

(Local Government) and the visitor-centre. For example, as Local Government explained:

“We [visitor-centre] have the tourism working-group run by the City of Geraldton and this group has five representatives from accommodation, tours, retail, hospitality and attractions (RT).”

“The Midwest Regional Development Commission spearhead a working group called Tourism Alliance made up of Regional Development Commission, Regional Development Australia and representatives from various Shires in the Midwest and Gascoyne regions. Tourism Alliance developed the Midwest Tourism Strategy. Another working group is the Wildflower Country Committee (KD).”

City of Geraldton was the most connected concept to tourism. Historically, Geraldton has been a mining, agricultural and port town. The economic downturn in mining and resources in mid-2014 affected Geraldton’s economy and, as corporate visitor numbers fell, this had a negative impact on tourism. As a business owner noted:

“Accommodation figures between 2011 and early 2014 are completely anomalous in Geraldton because mining contractors booked every bit of accommodation. We were rolling in it in Geraldton but not from tourists, all from corporate activity (JG).”

There was a degree of uncertainty and a lack of coordination among participant groups, with some participants suggesting the interest shown by State Government agencies and Local Government was only because of the mining and resources downturn. State Government agencies supported the development of tourism, but Local Government seemed unconvinced:

“I do not think we are doing as much as we could be in tourism. We are trying hard, but it comes back to having a vision and becoming focused on market segments and developing a strategy, and until we get there, we are more reactive than taking a strategic approach to developing tourism (KD).”

“One of the biggest issues in this town is that operators do not understand what they are trying to sell, they do not know what the market for Geraldton is and

what they are after in tourism; what it is they are trying to achieve. A lot of other local government in the Midwest region struggle as well, so they will invest money in tourism facilities without having this linked to any strategy for tourism (BR).”

The position of development, destination and group in the Tourism theme suggested strong associations with Region (theme). This was seen in the background documents. The region (52/20%), strategy (52/20%) and Abrolhos Islands (19/7%) concepts defined this theme. Further, region and strategy were equally significant to the Tourism theme. However, Local Government noted:

“The City of Greater Geraldton does not have a tourism strategy but we are calling it our destination plan and it is focusing on tapping the RV market and also picking up some of the three hundred and fifty visions talked in one of those tourism strategies for the region; that is the Abrolhos Islands with the eco-tourism accommodation (KD).”

“The key priority for the Geraldton destination is in that Midwest Tourism Strategy (BR).”

The Abrolhos Islands have been an “outstanding attraction for holidaymakers” (Dept. of Fisheries, 2012) and holiday accommodation and natural and recreational activities were begun. However, a lack of fresh water led them to close. Nevertheless, the idea was still alive:

“Geraldton has outstanding potential in the Abrolhos Islands; untouched, unrealised and the maritime history and culture, the region itself and the crayfish industry. There is a very significant cultural link with the water, and it goes into many stories with Dutch shipwrecks (RJ).”

The position of participant categories (Local Government, Business Association and Tourism Agents) suggests the perceived importance the concepts discussed so far have for the three groups. Tourism Agents also had a strong relationship of association with TWA (20/18%). For example:

“We have a good working relationship with Tourism WA. They support what we do. Our cruise ship officer works directly with Tourism WA” (and)

Consultants in conjunction with Tourism WA developed the Midwest Tourism Strategy, and Tourism WA sat on the group too (RT).”

The second significant theme was People. This theme was bounded by seven concepts (people (101/30%), business (50/19%), town (42/16%), community (27/10%), local (29/11%), visitors (28/11%), and foreshore (15/6%)). The two most connected concepts to people were business and town. Participants often referred to Geraldton as town and this concept was associated with the people and business concepts. The town concept was linked directly to City of Geraldton and to people.

“Tourism business in this town is the owners of cafes and restaurants, small bed and breakfast type places and providers of accommodation that is not stylish or modern. A few operators are members of the visitor centre but there are those who do their own thing (RJ).”

Participants felt attracting tourists required efforts by the City of Geraldton and that operators needed to raise standards.

“If we create a town that is attractive to tourists, then the town that has better living conditions for people and that is locals and visitors. We need good experiences and that is why we are keen to see better services, better quality restaurants and better hospitality places. We need higher standards that are comparable with other tourist renowned locations (RJ).”

Business owners had a strong sense that operators may not be willing to nurture tourism growth, even when mining was supporting the local businesses.

“Some businesses do not open on Sunday because the owners only open when the locals can shop too; businesses here do not make that link; people here do not make the cultural or economic link between their quality of life and people enjoying their community (JG).”

A significant project undertaken by Local Government that took considerable time to complete was the Geraldton Foreshore Development, which contained recreational, leisure, dining, boating and other sporting infrastructure.

“The community use the foreshore a lot; all the locals from other towns come here to use the foreshore. People that live in Geraldton, and indeed those living in the surrounding towns; they have a sense of pride of those things on the foreshore development (GR).”

However, community perceptions varied. Several people supported the idea of tourism and indeed tourists would bring benefits to Geraldton and its community in terms of lifestyle, jobs, a bigger economy, and “a more sustainable and vibrant community” (CGGKD 2015). As the Geraldton visitor information centre noted:

“The community really support tourism here. They come into the visitor centre quite regularly to pick up brochures or get the latest information on the weekend activities. We have really pulled together fantastic community support for tourism (RT).”

“We get more complaints from the community when the cruise ship visitors haven’t come to see Geraldton; they haven’t come to spend their money in Geraldton (RT).”

However, business owners said otherwise:

“The community does not support tourism in Geraldton in the way it should; no different from any other town; the community do not really like tourists because some operators do not go out of our way enough for tourists (CW).”

“No, they don’t support tourism. In Geraldton, no different from any other town; the community don’t like tourists; they like their money. I could be driving around with my husband and my husband would complain about tourists (JG).”

The Marketing theme contained two concepts (marketing (46/18%) and industry (21/8%)). According to Geraldton’s business association:

“Geraldton has never had any strong tourism marketing campaign in the time I have been there, and that is 15 years (CCIRJ 2015).”

Participant business owners felt that, over time, and as attractions were developed, there would be opportunities to market Geraldton, but Local Government may not have considered the need for marketing.

“I was away for seven years and during that period the foreshore began, the WA Museum opened, and the HMAS Sydney Memorial opened. With these three attractions, and the City of Geraldton getting the Abrolhos Islands, we managed to have much bigger displays of shipwrecks here. With all that, the City of Geraldton did not capitalize on these attractions with any marketing or promotion (JG).”

The Geraldton business association also noted:

“I always envisaged the City of Geraldton would take the next step of a major marketing campaign as development work is completed. There were calls earlier for marketing, but I honestly felt that the tourism product must be right before we proceed (RJ).”

Business owner-managers described the industry as problematic:

“There are two tiers of business operators here. We are new and the new people collaborate a lot; and we are new and have nothing to lose. There is a status-quo with the old tourism business operators. They hate us because we make them work harder; they used to open, make some money and close. Now they have to open and stay open; they have to open on Sunday because I open on Sunday. A whole lot of the old businesses are very protective of their territory (CW).”

5.4.3 Perceptions of concept importance of participant categories

As explained in the previous Chapter, Leximancer computes prominence scores and Table 5.3 shows the top five concepts with respective prominence scores for each participant category. The scores in the categories are hierarchal reflecting the degree of concept importance.

Table 5.3: The top five ranked concepts by prominence for categories

Local Government concept (prominence)	Business Association concept (prominence)	Tourism Agents concept (prominence)	Owner-manager (A) concept (prominence)	Owner-manager (B) concept (prominence)
region (2.4)	development (2.3)	destination (1.5)	foreshore (2.0)	money (2.8)
strategy (1.7)	visitor-centre (1.9)	strategy (1.4)	community (1.9)	visitors (2.3)
development (1.6)	town (1.7)	visitors (1.3)	people (1.5)	business (2.2)
marketing (1.4)	tourism (1.2)	visitor-centre (1.1)	money (1.1)	people (1.6)
destination (1.3)	community (1.2)	tourism (1.1)	marketing (1.0)	industry (1.4)

The prominence score is the measure of Relative Frequency (%) and Strength (%) of the most prominent concept in the category. A prominence score greater than 1.0 indicates that co-occurrence happens more often than by chance. (concepts are not independent)

Local Government focused on the Mid-West region. It did not have a tourism strategy and relied on the RDC's Blueprint. The RDC formed an alliance of local government authorities to create this strategy. Local Government had a destination plan that discussed town centre development and the foreshore. An important aspect of tourism development for Local Government was the lack of the mature industry needed to generate a stronger tourism environment. It considered marketing as important but relied on the State Government to support this effort. The range of prominence scores suggested the development of a regional strategy was most important for Local Government.

The Business Association's perceptions of tourism's importance focused on the development of the City and the local tourism community. Very aware of competitive destinations, it believed better tourism offerings were extremely important. It also considered the development of industry and business was crucial. They felt Local Government had an over-reliance on the visitor-centre and that Local Government should be more involvement in tourism, particularly in generating events.

Not surprisingly, Tourism Agents focused on destination attributes and considered visitors, community and the wider local business environment as important elements for Geraldton tourism. Moreover, a strong relationship with Local Government suggested the development of a regional tourism strategy was vital. This group also suggested the importance of cruise ships as important.

Owner-manager (A) felt the Geraldton foreshore development helped 'bring-back' tourists. The development joined the town-centre with the foreshore through the relocation of railway lines. He also felt the development of positive community attitudes towards visitors was important and that the community needed to engage with tourists. An understanding of visitors' needs, and expectations was lacking, despite an iconic maritime museum and historic military sites (the HMAS Sydney monument). He argued Geraldton needed more investment (money) and that the destination had always lacked investment in marketing by Local Government.

Owner-manager (B) saw tourism investment (money) as most important. Notwithstanding a greater awareness of tourism's potential from Local Government, he felt there was not enough incentive for tourism development, and this reduced the

efforts of small special interest groups (business) that were members of the visitor information centre. He also noted the significance of Geraldton's foreshore development and that the industry was divided into 'new' operators who were eager about business and expected Local Government to support them and 'old' operators who did not understand tourists' needs or expectations.

5.5 The research questions

RQ1: How do participants feel the processes of planning, managing and measuring tourism contribute to formulating and implementing tourism destination policy?

Participants felt that, while State Government (TWA and the Midwest Development Commission) initiated tourism planning and developed a regional strategy, Local Government had undertaken a minimal amount of planning for tourism. These State Government agencies, including the Department of Fisheries because it managed the Abrolhos Islands, produced several plans that were relevant to tourism, but none described how to accomplish these tourism ambitions. Participants noted it was the State Government that was pro-active about tourism development in their region and this brought about the formation of the *Tourism Alliance* among the three Midwest Local Governments.

Participants felt a strategy (policy) was essential and that Local Government was not doing enough. The end of the mining and resources boom had a severe negative impact on Geraldton's tourism, as tourism business owner-managers relied on government and corporate travel, as leisure tourism had always been a small component of their activities. However, participants felt positive about the tourism planning being undertaken and, in the absence of a local tourism association, several informal tourism interest groups had emerged through the Geraldton Visitor Information Centre. The newly developed Cruise sector of tourism was seen as very beneficial to business sustainability and it was felt the development of the Abrolhos Islands attraction would bring more visitors to Geraldton.

RQ2: How do participants feel about using tourism policy to create a positive tourism environment?

Participants suggested the Midwest Tourism Strategy (policy) might provide a positive tourism environment. Some were not familiar with the Strategy's content, although they believed a commonly shared vision was essential. They felt Local Government's attention to building an appealing city centre and improved tourism operators' outlook.

They sensed tensions within the tourism sector, as they felt local business owner-managers were fragmented. Some were keen to grow their businesses by meeting tourists' needs which they described as seven-day and extending operating hours. These were the 'new' generation of tourism business owners-managers. There was also an 'old' generation that was not concerned about growing their businesses and did not want growth because their businesses had no need to do this.

RQ3: Do participants feel tourism supply planning impacts policy and strategy?

Participants felt there was a need for new 'tourism supply' and that Local Government should play a role by devising a policy (strategy) to attract investment in tourism facilities. They suggested the development of the Abrolhos Islands would have a positive impact by attracting new types of visitors. Local Government was seen as having a role in attracting tourism accommodation investment. While they believed Local Government supported tourism, there was limited evidence of this in the obtained documents.

Participants felt Local Government did not have a policy or strategy for tourism marketing and that it relied on State Government funding programs. Such funding had benefitted infrastructure (e.g. the Skywalk in the Kalbarri National Park). They felt development would allow tourists to reach coastal scenic lookouts, provide new eco-tourism camps and camping grounds and lead to the upgrading of other tourism amenities (e.g. walking and bike trails).

Q4: How do participants feel tourism destination policy impacts on collaboration among tourism players?

Participants recognised the need for a destination policy (strategy) and that this combined with tourism planning would positively aid collaboration among key tourism players. They also noted the positive impacts on tourism among local institutional players (Local Government) and, subsequently, between these players and State Government agencies. Additionally, participants noted the need for Geraldton to attract good tourism operators and that some tourism businesses were not run professionally, creating problems in developing the industry.

There was strong support for a regional approach to tourism development and most felt the Midwest Regional Tourism Strategy would help this. They also felt the involvement of Local Government would have a positive impact on tourism operators who had come together and formed special interest groups, as there was no local tourism association to act as a facilitator. The formation of the Tourism Alliance (through Local Government) was having a positive impact on collaboration, although they felt this had yet to impact on success.

RQ5: How do participants feel tourism policy affects conflicts of interest in their destination?

Participants felt tourism policy (strategy) had not minimised conflicts of interest among tourism players. They suggested some operators did not engage appropriately with tourism markets by improving tourism products and offerings or being willing to cater to tourists' expectations, as some other popular destinations do.

At a regional level, tourism policy was having the potential to reduce conflicts of interest, particularly between the three Local Government municipalities. They explained this by referring to the Midwest Tourism Strategy because this provided for the Batavia Coast region, in which Geraldton is located, the Murchison and the North Midlands regions. This, they felt, was an important step to generating tourism demand.

RQ6: How do participants feel having a tourism policy makes them a better tourism destination?

Participants suggested the Midwest Tourism Strategy 2050 Vision's six overarching strategic objectives provided a good planning framework. They suggested the development of infrastructure in each sub-region would make the Midwest a better tourism destination. They noted moves to make the region more accessible to self-drive holidaymakers by facilitating wayfinding and opening new tourism sites and locations would make it a better destination to visit. Participants also felt the region's natural attributes would encourage eco-tourism and camping, suggesting there was a need to grow accommodation capacity relevant to these tourism segments.

RQ7: What tourism features do participants feel are important to bring tourism success to their destination?

Several features were benefitting Geraldton's tourism success. Local Government argued for a focus on regional development and the implementation of the Midwest Tourism Strategy. The Abrolhos Islands featured prominently for Local Government, as did making the township a more attractive space. The business association agreed with the development of the township and with improving visitor servicing. Tourism agents supported Local Government suggestions, while business owner-managers felt town and foreshore development, marketing and an investment in infrastructure were needed to bring tourism success.

As noted earlier, Leximancer identified 21 name-like and word-like concepts in the interview data (Appendix 7.4 Full Version). Word-like concept rankings showed tourism was most important (100%), with people (39%) and region (20%) the next most important concepts. The participant groups suggested strategy (20%) and region (20%) were equally next important. The groups also suggested Local Government (30%) and Tourism WA (8%) played critical roles and, consequently, were important to tourism.

5.6 Conclusion

Geraldton (the City of Greater Geraldton), the second case narrative, is a coastal destination located on Australia's Coral Coast (Mid-West economic region). Section 7.1 introduced the case, while Section 7.2 provided some background to Geraldton's tourism sector. Section 7.3 reviewed relevant tourism plans produced from 1998 to

2015. A substantial amount of this planning was undertaken by the Mid-West Development Commission, TWA and other State Government agencies. Several documents produced by the City of Greater Geraldton acknowledged tourism's importance. The first of these was prepared to assist Local Government with the identification and planning of sites for future accommodation. Similarly, some other documents focused on land development and rezoning for possible tourism use.

The semantic map (Figure 5.1), which was presented in Section 7.4, highlighted tourism's central (economic) importance. A regional perspective, including the Abrolhos Islands, appeared important to participants. The chapter concluded with responses to the study's research questions.

Appendix 5.1: Geraldton tourism documents

1. 1998 Future directions for tourism: *Houtman Abrolhos Islands, Draft for Public Comment*
2. 1999 Western Australian Planning Commission, *Geraldton Regional Plan*
3. 2005 Western Australian Planning Commission, *Geraldton Region Centre Strategy*
4. 2006 Heritage Council of Western Australia - *Monsignor Hawes Heritage Tourism Strategy*
5. 2007-2017 Tourism WA, *Australia's Coral Coast Destination Development Strategy*
6. 2008 Tourism WA, *Geraldton Accommodation Study*, Jones Lang Wooten
7. 2009-2019 Mid-West Development Commission, *Geraldton-Greenough Tourism Strategy*
8. 2010-2015 Tourism WA, *Australia's Coral Coast Destination Development Priorities*
9. 2011-2021, Mid-West Development Commission, *Midwest Investment Plan*
10. 2012 City of Greater Geraldton, *Geraldton City Centre Vibrancy Strategy*
11. 2012 Department of Fisheries, *Exploring The Houtman Abrolhos Islands*
12. 2012 Department of Fisheries, *The Houtman Abrolhos Islands Management Plan*
13. 2013 Tourism WA, *Midwest overnight visitor fact sheet 2011-2012-2013*

14. 2013-2023 City of Greater Geraldton, *Geraldton Economic Development Strategy*
15. 2014 Mid-West Development Commission, *Midwest Tourism Development Strategy*
16. 2014-2015 Australia's Coral Coast, *Australia's Coral Coast Business Plan*
17. 2014 City of Greater Geraldton, *Making Geraldton RV Friendly Report*
18. 2015 City of Greater Geraldton, *Geraldton Visitor Centre Membership Package*
19. 2015 Mid-West Development Commission, *Annual Report 2014-2015*
20. 2015 Mid-West Development Commission, *Regional Development Blueprint*
21. 2015 City of Greater Geraldton, *Local Planning Strategy*
22. 2015 City of Greater Geraldton, *Low Impact Rural Tourism*
23. 2015 Tourism WA, *Australia's Coral Coast overnight visitor factsheet 2014-2015*
24. 2015 Tourism WA, *MWDC area overnight visitor fact sheet 2014-2015*
25. 2016 City of Greater Geraldton, *Tourism Zone Information Sheet.*

Chapter Six

The Albany Case Study

6.1 Introduction

Albany, the most urbanised area in the Great Southern (economic) region, was the third case examined. Albany has a ‘city’ status and is a main regional centre. A second regional centre (Denmark) is the fourth case in this study. It is mentioned here because of the destinations’ close proximity and because Albany and Denmark are competitive, as participants felt tourists made a choice between the two (Albany Visitor Centre 2016; Denmark Tourism Inc. 2016).

Albany is approximately six times the size of Denmark and agriculture was far more important to Albany than it was to Denmark, although agriculture’s importance has fallen. This fall impacted more on Denmark than on Albany. Consequently, Denmark participants gave a strong impression that they were more concerned about tourism and worked hard at growing this sector. The destinations were both ambitious for tourism growth and acknowledged that a regional effort would help grow tourism. It would be reasonable to say that, although the region’s natural tourism environment and attractions went beyond these local government municipalities, the Great Southern’s tourism hubs were, indeed, Albany, Denmark and their surrounds (the towns and the natural environment).

Jefferson (1939, p. 232) suggested the ‘law of the primate city’ and defined a primate city as one “that is at least twice as large as the next largest city and more than twice as significant.” A primate city is the first in its country or region in most aspects (e.g. politics, economy, media, culture and universities). Linsky (1965, p. 506) had also suggested high urban primacy occurs most frequently “in countries of regions with small areal extent of dense populations, low per capita income, export oriented and agricultural economies, a colonial history and rapid rates of population growth.” Albany has a population of 36,000 and Denmark has a population of 5,800 (walga.asn.au/2016), suggesting Albany is the primate city in the Great Southern.

The towns are close when considered as regional tourism destinations and both are about the same distance from Perth, which is their biggest tourism market (approximately 85% of their visitors). Most interstate and international visitors also come through Perth. Not surprisingly, the most popular form of access is by car from Perth. Thus, it is not surprising there is high awareness of what each town does in tourism. Given these issues, the two destinations were examined separately.

Albany's importance to this study is its coastal location and its cultural, historic and economic significance to WA, which makes it a potentially appealing tourism destination. Interviews were conducted between March and June 2015. Prior to and during this period, Albany experienced an increased number of visitors because of the ANZAC Centenary Commemorations that marked the departure of the first Australian and New Zealand troops to Gallipoli from Albany in 1914. This event also marked the opening of the National ANZAC Centre. Strong historic connections with crucial roles in indigenous history, European settlement and military history are at the heart of its tourism product. Most visitors are intra-state visitors, although interstate and international visitor numbers grew rapidly with the opening of the National ANZAC Centre.

6.2 A background to Albany

Albany was WA's first European settlement (established in 1826) and is the administrative and service hub for the Great Southern. Albany has experienced steady growth in population and economic activity in the last decade and now has a population of around 36,000. It is 430 kilometres and approximately a five-hour drive from Perth. While Albany is in the Great Southern economic region, it is part of "Australia's Southwest" tourism region. Albany has 435 tourism businesses (tra.gov.au 2015), of which about 36% are Nano-businesses, and 30% are micro-businesses, employing between one and four employees. The rest are SMEs, with 27% employing between five and 19 employees and 7% employing more than twenty employees. Most are family-businesses and this is likely to determine how the sector operates.

Table 6.1 provides an inventory of Albany’s tourism products, annual events, visitation and local industry. The interviews and a document search provided this information. Tourism products are categorised by types that describe a segment and the activities in that segment. The categories include culture, sun and beach, nature, competitive sport, corporate and social, themed, travel, lodging and food.

Table 6.1: Albany tourism sector characteristics, visitation and local industry

Tourism products and services	Culture	ANZAC Centre	Brig Amity	Military museum	Arts	
	Sun and beach	Fishing	Diving	Fishing	Boating	
	Nature	Coastline	Historic trails	Walks & tracks	Whale tours	
	Sports competition	Local	Regional	State	International	
	Corporate & social	Meetings	Incentives	Conferences	Exhibitions	
	Themed	Urban	Education	Natural attributes	History	
	Travel	Air transport	Ground transport	Land travel tours	Sea travel tours	
	Lodging and food	Accommodation	Restaurants	Wineries	Breweries	
	Tourism events annual calendar	Cultural & Heritage	ANZAC 2014-2018	Albany Art Prize	Music Eisteddfod	Arts Festival
Commemoration		ANZAC Dawn Service	US Submariners			
Celebration		NYE Fireworks	NAIDOC Week	Proclamation Day	Christmas Festival	
Sporting		Classic Motor Event	Classice Motor Event	Albany Cup	Fishing Festival	
Awards		Business Awards	Sportsman of the Year			
Festivals		Agricultural Show	Highland Festival	Blues and Jazz Festival		
Food and Beverage		Taste Great Southern	Wine Producer Festival	Festival of the Sea		
Visitation statistics		International	Interstate/Intrastate	Day	Total	
	Visitors ('000)	34.5	247.1	246.3	527.9	
	Visitor nights ('000)	237.6	784.3	-	1,021.9	
	Average stay nights	6.9	3.2		3.6	
	Economic benefit (\$m)	16.0	107.7	38.1	161.8	
<small>Source: Tourism in Local Government Areas 2013, Austrade TRA 2015</small>						
Other industry sectors in destination	Government	Grain	Cattle	Fishing	Tertiary education	
	Bulk storage	Bulk handling	Manufacturing	Boat building	Pig	
	Construction	Plantations	Machinery	Tourism	Mineral works	
<small>Source: Local Government/WALGA 2015</small>						

Visitor numbers are based on four-year averages from 2009 to 2013 and categorised by source (international, domestic overnight and domestic day visitors) (tra.gov.au 2015). International visitors account for 7% of total visitations and 12% of these visitors stay overnight. Interstate and intrastate visitors account for 47% of visitors with 88% of these visitors staying overnight. Day visitation accounts for 47% of all visitors and it is reasonable to suggest these include visitors in the three categories. International visitors account for 23% of the total visitor nights and interstate and intrastate visitors account for 77% of all visitor nights.

Albany’s top international visitor markets are the United Kingdom, Germany and New Zealand. The United Kingdom accounts for 53% of international visitors (generating 52% of the visitor nights), while New Zealand accounts for 18% of international visitors, generating 32% of visitor nights. Germany accounts for 29% of visitors (generating 16% of visitor nights). Tourism’s contribution to Albany’s economy is

\$162m, of which \$16m (10%) comes from international overnight visitors. Interstate and intrastate overnight visitors account for \$107.7m (67%), while day visitors accounts for \$38.1m (23%).

Albany has always had connections with tourism because of its natural attributes and the attractions associated with coastal living. It also had the first tourist bureau in regional WA. From an economic perspective. It has historical significance for Australia, as this was the departure point for the ANZAC troops. With the commemoration of the ANZAC Centenary in 2014, it was inevitable the City would receive national prominence, with Federal and State Governments' participation in the lead up to the ANZAC Centenary celebrations.

6.3 A review of tourism plans for Albany

The search for the Albany tourism-related documents found 15 publications of which six were published in Albany between 2005 and 2015. The City of Albany produced five, while the Department of Lands, Planning and Heritage (Federal) produced one that focused on Albany. For this reason, it has also been reviewed for this chapter.

6.3.1 The City of Albany (Local Government Authority)

The first of the Local Government produced documents was the City of Albany Tourism Strategy 2005-2010 that noted “the strategy establishes the foundations and directions for the City of Albany’s role in the development of the tourism industry in Albany for the next 5 years” and “outlines the Council’s role in tourism development”. The document suggested “the tourism strategy will be subject to ongoing review and will be amended from time to time to reflect changes in Council’s policy direction” (Albany.wa.gov.au/2016). The document included four key strategies:

1. The development and management of tourist attractions and facilities.
2. The marketing and promotion of Albany under a “distinctive Albany brand”.
3. Opening the Albany Visitor Centre (in October 2005).
4. Taking “a flexible approach to tourism proposals” to facilitate the development of the land needed for tourism development.

Local Government hoped to appoint “a Tourism Development Officer reporting to the Manager, Economic Development”, whose responsibility would be to “implement key actions of the [tourism] strategy.” Local Government hoped “these key actions will be implemented in partnership with [our] major tourism stakeholders and will form the foundation of a strong and sustainable commitment to lead and foster Albany’s tourism future” (Albany.wa.gov.au/2016).

The Department of Planning, Lands and Heritage (Federal) produced the Albany Local Planning Strategy in June 2010. Endorsed by the WA Planning Commission (State), this Strategy provided guiding principles for developing tourism (planning.wa.gov.au/section 5.4/2016) by identifying accommodation, eco-tourism and Albany icon sites. In July 2010, the City adopted a new policy to encourage the development of tourism accommodation, as well as residential accommodation. In summary, the policy suggested Local Government aims were “to coordinate sustainable tourism development from a land use perspective in recognition of the important role that tourism plays in economic, social and environmental terms” (Albany.wa.gov.au/2016).

Following the adoption of the Albany Local Planning Strategy in June 2010, the City published information about Significant Tourist Accommodation Sites, noting “the lack of high-end accommodation in Albany may also be a significant disincentive for some travellers to visit the city” (as would be the) “undersupply of self-contained accommodation, which is likely to become more urgent” (p. 10). The report identified and suggested strategic sites in which to develop a quality hotel, apartments and a resort, and noted it would not allow this use of these sites for permanent residential use.

The City of Albany Economic Development Strategy 2013-2017 included three strategic objectives for Albany, of which objective 3 was “to develop and promote Albany as a unique and sought-after visitor destination” (p. 1). The Strategy highlighted capital project initiatives but did not suggest how Local Government might develop and grow tourism. However, it suggested that, “once completed [capital projects] will promote Albany as a unique and sought-after destination” (Section 5.2).

Strategic initiatives (Section 5.2.3) included the development of Local Government-owned tourism related assets with financial support from State Government schemes. Such projects were the expansion of the Albany Regional Airport, the development of a trails and cycle strategy to host national and international events, and the development of a heritage and tourism precinct. “Tourism planning and partnerships” (a second initiative) focused on Local Government working with operators of its “owned and leased accommodation facilities” on a project style basis. Two other initiatives were the development of tourism events and the maintenance of Albany’s coastal assets. Local government hoped to use these developments “to market this visitor experience to an international standard”.

The City of Albany Community Strategic Plan 2013-2023 introduced the concept of “regional economic growth and financial sustainability based on partnerships...recognising the importance of a collaborative approach”. This document saw Local Government as “encouraging, supporting and promoting regional events” (Section 1.3.1) and “promoting Albany as an iconic tourism destination” (Section 1.3.2), citing business satisfaction as a measure for success. The City of Albany Corporate Business Plan 2014-2018 identified projects and financial investment that Local Government planned to carry out from 2014 to 2018 using Federal and State Governments funding for major projects (the Albany Heritage Park, the ANZAC Centenary Commemorations and the Centennial Park Sporting Precinct).

A final document (the City of Albany Community Perceptions Report 2015) examined community perceptions in five areas:

1. Governance and civic leadership.
2. A sense of community.
3. Sustainability.
4. The built environment.
5. “Smart, Prosperous and Growing”.

Tourism was included in the last area and the survey found the community rated “satisfaction with tourism attractions as very high (94%)” (p. 36) and “satisfaction with festivals, events and cultural activities as relatively high (71%)”, while rating “satisfaction with community benefit resulting from events as high (86%)”. Finally, “satisfaction with how local history and heritage is preserved and promoted (was) very high (91%),” which was significantly better than a previous survey undertaken in 2013. These results are not surprising as the survey followed the ANZAC Centenary Commemorations of 2014. The results suggested satisfaction in the community had improved by 10% to 68% (p. 1) from 2013 to 2015.

6.4 Leximancer analysis: outputs and findings

Five interviews were undertaken here. The first three were with officers from the City of Albany (Local Government), the Albany Chamber of Commerce and Industry and the Albany Visitor Information Centre. Interviews with Local Government and the Chamber of Commerce included multiple interviewees. Here, the visitor centre was not a membership organisation and acted as a commission agent for tourism business owners and operators. Albany does not have a local tourism association. However, it has a number of smaller tourism operator groups that work together.

Consequently, the remaining two interviews were with tourism business owners and managers involved in these groups who were also members of Denmark’s local tourism association. These owner-managers have operated their businesses for many years and had a deep understanding of Albany’s tourism. The interviewees owned holiday accommodation cottages on the South Coast. However, they also managed holiday apartments in and around Albany.

Participants responded to a similar set of questions. The semi-structured interviews lasted approximately an hour. Three were face-to-face interviews and the remaining two were phone interviews. Data were collected between September and November 2015 (a year after the ANZAC Centenary Commemorations) and interview data were simultaneously transcribed and stored as separate files. These files were processed for Leximancer analysis, following the procedures outlined in Chapter Three, and the files were imported into Leximancer as one project.

6.4.1 The general landscape of the concept map

Figure 6.1 is the semantic map for the Albany case. The map has seven themes, with the most significant being Tourism (red amber). The next significant theme is Region, followed by People. This three-theme cluster shown at the lower end of the map. The summed co-occurrence of concepts in each of these themes determined the theme's connectivity to the most significant theme (Tourism). Connectivity for Region (62%) and People (61%) were close, suggesting participants' perceptions of these themes were of near equal significance to Tourism. The fourth ranked theme was Development (44%) and its mid-to-high range connectivity suggested its relative importance to tourism. The less significant themes were Tourism WA, Visitor and Membership. Table 6.2 shows theme connectivity.

This analysis next looks at the concepts. The Albany data had 772 context blocks (two sentences per block) across the five participant categories. The final map for this analysis contained 24 concepts, made up of three name-like and 21 word-like concepts. Six themes had multiple concepts, while the seventh theme was had a single concept.

The first part of Table 8.2 showed the three name-like concepts contained in this analysis. These were City of Albany (Local Government) (44/14%), Tourism WA (44/14%) and the Great Southern (Economic Region) (23/7%). The second part of the table showed the ranked thematic summary listing the seven themes that emerged (Tourism (1415/100%), Region (884/62%) and People (861/61%), Development (617/44%), Tourism WA (307/22%) and Membership (60/4%)). It is important to note the basis for computing relevance for concepts differs from that used for themes and, consequently, is not comparable. For this reason, an explanation of Count, Connectivity and Relevance is provided in the table.

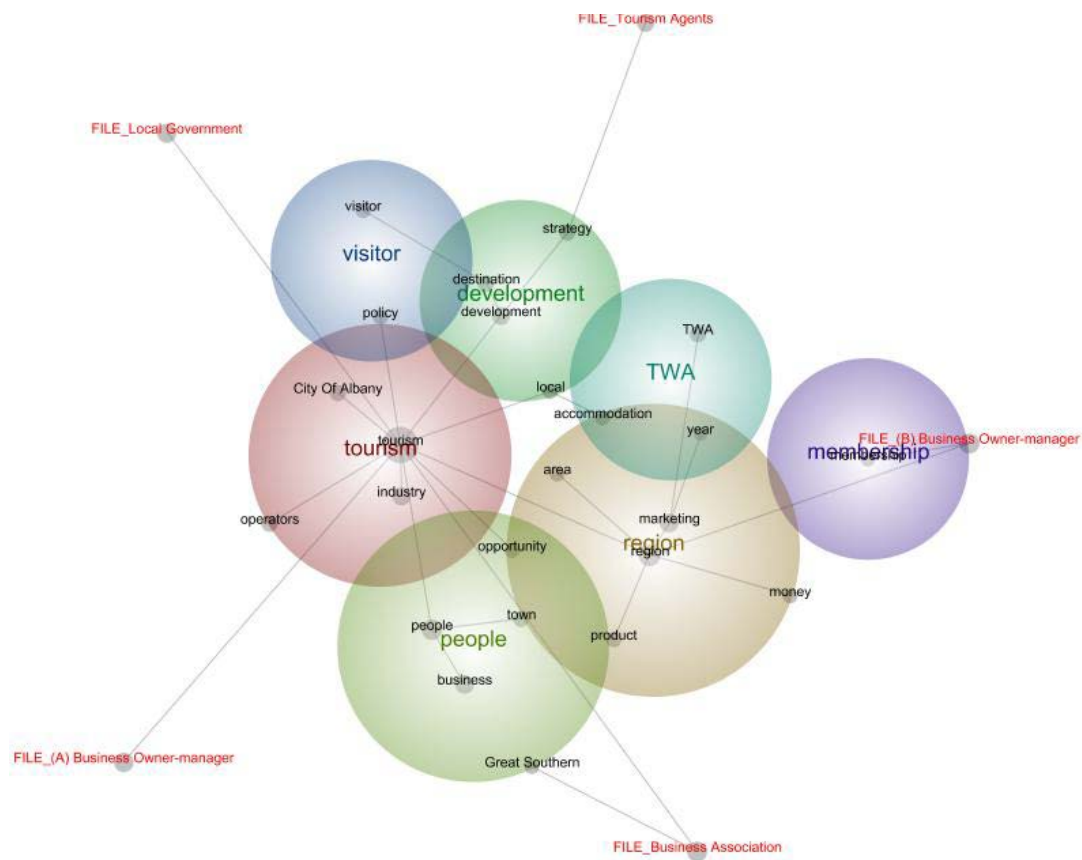


Figure 6.1: Semantic map themes, concepts and categories (Albany)

Table 6.2: Ranked name-like concepts and thematic summary (Albany)

Name-like Concepts	Count		Relevance
City of Albany	44		14%
Tourism WA	44		14%
Great Southern	23		7%
<i>Count: Frequency of text segments coded with name-like concept</i>			
<i>Relevance: Frequency of name-like concept relative to the most frequent concept</i>			
Themes	Connectivity		Relevance
Tourism	1415	100%	Most significant
Region	884	62%	
People	861	61%	
Development	617	44%	
Tourism WA	307	22%	
Visitor	220	16%	
Membership	60	4%	Least significant
<i>Connectivity: Relative importance (summed co-occurrence of concepts) of theme to 100% theme</i>			
<i>Relevance: Connectedness of concepts (strength) within the theme cluster</i>			

Source: Leximancer analysis output/2016

As in the previous cases, the next section examines the concepts in the theme clusters and the relationships these concepts have to each other and to the participant categories, drawing on systemised text and relational data obtained from the Leximancer analysis.

6.4.2 Analysis and results: Themes, concepts and categories

The Tourism theme contained four concepts (tourism (317/100%), industry (55/17%), operators (47/15%) and City of Albany (44/14%)). These concepts were the words and/or names most used by participants when talking about Albany tourism. Figure 6.1 shows the direct paths connecting them to tourism and this is indicative of the strong word associations found in the data. It is reasonable to suggest industry, operators and City of Albany recorded near Count and Relevance to tourism. As a tourism destination, Albany was in a rejuvenation stage (Tourism WA 2015). For many, the rejuvenation became demonstrable in the lead up to the Anzac Centenary Commemorations in 2014.

“ANZAC November was massive for the first time. Albany received worldwide exposure from broadcasts all around the world with having all the naval ships, reporters and many visitors here. From a tourism exposure point of view there is no question that everyone in Albany gained from that and saw the benefits of having tourism (RC).”

The name-like concept, City of Albany linked to tourism. The map shows tourism as central and important to all participant categories (shown as outlier nodes in the map). The results showed the strong role Local Government played in Albany tourism in the study period, which was undertaken following the ANZAC event of 2014. The results also suggested the funding Local Government received from Federal and State Governments to develop the National ANZAC Centre initiated this Local Government tourism effort.

“I think there has been a concerted effort by the City of Albany in the last two years. Before that, nothing really happened but now, yes, there is much greater effort in getting it right for tourism and we can be thank Anzac doing that (RC).”

While Local Government took the lead, it also controlled and managed significant tourism assets, including the Albany information visitor centre.

“Local Government is unique in Albany because we are the owners and operators of the major built tourism assets, which are the visitor centre, the airport and the National Anzac Centre, and the Princess Royal Fortress. That said of course, we also operate the general parks, reserves and barbecue areas. The City of Albany controls and operates all this (DL).”

It did not involve operators in developing infrastructure for tourism because:

“... these are assets owned by Local Government (DL).”

“The biggest problem is lack of coordination in tourism [operators/industry]; I think this is huge, particularly down here in Albany (GF).”

“I think there is a general feeling now that operators should come together, but nobody knows how to do that, so we have to do that on their behalf. It has been loose for a while, but the organisational ability of Margaret River has blown us out of the water. They do tourism very, very well (GF).”

That said, it seems tourism was a topic of interest and discussed formally by the CEOs of the Great Southern Development Commission, Regional Development Australia, the City of Albany, the Small Business Centre and the Chamber of Commerce.

“These four groups and the CCI put on the Futures Forum and one of the topics at the Futures Forum is tourism, event tourism and the opportunities for the Great Southern region. We flew in the former CEO of Tourism Australia for this (RC).”

Albany does not have an official local tourism association that might work in the interests of the industry. Participants suggested Albany had “some excellent operators and some very, very poor operators, and:

“Some poor operators have louder voices than the good ones. I think that as a whole we do not have a collaborative voice to talk things up enough (SP).”

There were attempts by local operators to establish a local tourism organisation and one of its proposed functions would be to operate Albany’s tourism attractions and raise industry membership funds to invest in tourism marketing and promotion.

“We are hopeful that the current Discover Albany Foundation will actually be running those tourism assets and will make more of them than the City of Albany can. The City of Albany cannot make money out of anything; they run a cafe, they go broke, and that is not what they are there to do (SP).”

Region was the next significant theme and had five concepts. The major concept was region (91/29%), which had direct paths to marketing (73/23%) and product (31/10%), area (30/9%) and money (27/9%). Region was closer to Business Association and Business Owner-operator and both categories spoke about Albany’s tourism environment being dependent on the region’s economic growth. Marketing and product were the two concepts close to region, with marketing having a stronger association.

“Marketing of the region has been seriously lacking here and there seems to be a conflict between the City of Albany and the Shires of Denmark and Plantagenet. They all want to do their own thing instead of amalgamating together, doing regional representation, putting all the money together, and creating a regional focus (GC).”

References were found to extensive regional agricultural output that included food and wine that were an “important tourism attraction opportunity” and for export to China as “another opportunity for our agricultural product” (CCIRC 2015). Business owner-managers often used the word area when speaking about their business location or generally referring to the attributes of the region as a marketing and promotional tool.

“Food and wine tourism visitation is growing and it is getting more popular here. People’s interest in it is growing because it was on television in My Kitchen Rules and MasterChef too. Down here, product like fish, beef and Mt. Barker free-range poultry and all this beautiful stuff, there’s lots of opportunity and all-natural product in Albany (RC).”

Money, as a financial resource, was a concern for participants. It was recognised that considerable investment was needed to generate marketing exposure and promotion to grow visitation to the region. Business owner-operators understood the limitations associated with not having a large industry. Some owner-operators were members of Australia’s South West and, indeed, even members of local tourism associations outside Albany (Denmark) to maximise the exposure of their businesses.

“Margaret River has big corporates like Wyndham Resorts and Quest Apartments who made good investments in that area, so of course they contribute more in terms of membership money towards Australia’s South West [regional tourism association] and in return, they good representation at all the activities that Australia’s South West does (GC).”

“I think Australia’s South West has always been a great supporter of our business and a great group of people to work with whoever has been sitting the chair to call upon for advice and help (SP).”

The People theme contained five concepts (people (94/30%), business ((74/23%), town (36/11%), opportunity (25/8%0 and Great Southern (23/7%)). As noted in the introduction, the Region and People themes were of comparable importance to participants. Count and Relevance of the two respective concepts showed this importance to the tourism concept, as did the proximity of the two concepts to each other. Business and town connected directly with people and an investigation of these concepts showed participants used these words when they talked about tourism

stakeholders, their perceptions of the quality of their own businesses and the historical and cultural significance of Albany. Business owner-operators tended to talk of their business locations as being in the region or area and this might relate to the size of the municipality or the distance of their location from the Albany, often referred to as town in lieu of the city it is. A business owner-manager, who was an award-winner in regional accommodation, noted:

“We have been going it alone and although we are members of tourism organisations, we recognised that we cannot rely on other people to do our marketing and we do a lot ourselves and we have quite a broad range of products (GC).”

Another business owner-operator, who was also an award winner, suggested people do not know enough about the Great Southern as a tourism region, noting “this business of having economic regions and tourism regions not aligned causes people a lot of confusion” (SP). From a tourism perspective, Albany belongs in Australia’s South West tourism region, which also includes Margaret River, which will be discussed in a subsequent chapter.

“I just think that we have good product but few or not enough people know about it. I think getting that product known and really concentrating on the Great Southern because 80% of our business is the Perth market, and we are in Australia’s South West and people think of Margaret River and not Albany (SP).”

The Development theme constituted four concepts (development (55/17%), destination (47/14%), strategy (43/12%) and local (27/9%)). Not surprisingly, these concepts emerged as more important to the Tourism Agents and Local Government categories. It was noted earlier that the City (Local Government) owned and managed the visitor centre and that the visitor centre did not formally engage with tourism operators as a membership organisation.

Business owner-managers challenged the notion that Local Government was always supportive of tourism development. The business association assisted in supporting this claim and said that, “the City of Albany was proactive in tourism development in the last two years” (CCIRC 2015). However, “there are councillors in the City of

Albany who do not support the tourism industry because they do not really want it here, and no doubt are representing the views of the community that doesn't support tourism" (CCIRC 2015). Business owner-managers also believed some councillors did not support tourism.

"Our two councillors from the City of Albany just sat there and said the City of Albany is going to invest thousands of dollars in getting the Clippers to come to Albany. They added that all that will do is line the pockets of the accommodation operators; they said that at a public meeting (GC)."

"From a personal perspective, we are trying to build another cottage on our property, and we approached the City of Albany. It has been 18 months if not nearly 2 years ago now to get the criteria and permissions for the development to go through and get this new cottage built (SP)."

The strategy concept was strongly associated with the Tourism Agents category and was also close to the Local Government category. The City of Albany produced several strategies. However, only one solely addressed tourism (Tourism Strategy 2005-2010), although tourism was included in other documents.

"My question is why didn't the City of Albany involve industry five years ago with the National Anzac Centre? Tourism needs to be industry driven because at the end of the day when the CEO may decide that he doesn't like a tourism operator or operators in Albany, then tourism is no longer important to him (SP)."

"The next CEO came but did not demonstrate any interest in tourism at all. Of course, when Federal and State Government contributed money for Anzac, the City of Albany had to change its tune about tourism, but really, the City of Albany never had a tourism strategy in place for ANZAC at all (GC)."

The City suggested its visitor centre was "the primary promotional agency of Albany" and "fulfils a destination-marketing role and participates in trade shows, produces visitor guides and hosts familiarisation tours by Tourism WA". The Albany visitor centre noted:

“Now we are looking at a draft visitor destination-development strategy. This is my role as Manager of Tourism Services; my role is actually unique in Local Government. We are actually developing our visitor centre as part of the destination development strategy (MB).”

Participants suggested that, without the support of Federal and State Governments, Albany might not have received a boost to its tourism. Indeed, Local Government acknowledged the ANZAC Centenary Commemorations were a catalyst to tourism.

“The focus has been on Anzac and you cannot imagine in these two years we would have received any funding along those lines we have. If there had been another departure place for the Anzacs, it would not be this way today (GF).”

“At times while TWA has certainly been helpful with the Anzac Albany because we had a very serious product, and a unique product. I do not believe there is a balance in the regional funding of tourism (RC).”

For business owner-managers, membership of regional tourism associations and state industry bodies seemed important because it provided them with avenues to promote their businesses beyond the visitor markets they had created over the years.

6.4.3 Perceptions of concept importance of participant categories

The Leximancer insight-dashboard computed concept prominence scores for each participant category. Table 6.3 shows the top five concepts with respective prominence scores for each participant category. The scores in the categories are hierarchal, reflecting the concept importance within the category.

Table 6.3: The top five concepts ranked by prominence for categories (Albany)

Local Government concept (prominence)	Business Association concept (prominence)	Tourism Agents concept (prominence)	Owner-manager (A) concept (prominence)	Owner-manager (B) concept (prominence)
visitor (2.0)	opportunity (2.3)	strategy (2.4)	operators (1.9)	membership (3.1)
tourism (1.2)	product (1.9)	destination (2.1)	business (1.4)	region (1.7)
product (1.2)	money (1.7)	area (1.9)	town (1.3)	money (1.7)
industry (1.1)	region (1.6)	development (1.7)	people (1.3)	marketing (1.2)
development (1.1)	business (1.4)	visitor (1.7)	policy (1.3)	strategy (1.2)

The prominence score is the measure of Relative Frequency (%) and Strength (%) of the most prominent concept in the category. A prominence score greater than 1.0 indicates that co-occurrence happens more often than by chance. (concepts are not independent)

The concepts shown in Table 6.3 provide a high-level view of tourism perceptions for each participant category. Local Government focused mostly on visitor and it is likely the Anzac Centenary highlighted the benefits associated with tourism. Equally, the concept product referred mainly to the newly established National ANZAC Centre, although also to Albany's wine industry. Local Government believed development required greater collaboration between tourism operators. However, it did not promote a membership environment in its Albany visitor information centre.

The Business Association paid most attention to opportunity to grow tourism based on the success experienced during the ANZAC Centenary year. It also spoke about opportunities around food, wine and Albany's natural attributes. It particularly noted a need to invest in the development of the region to enhance its tourism potential. Indeed, a main concern was a lack of a regional approach to tourism planning and a need for an active local tourism association. However, it also noted Local Government was taking the responsibility for developing tourism and this did not have the support of industry.

The Tourism Agents focused on Albany's economic development strategy, which included community development and corporate planning. This category aligned closely with Local Government and considered itself an agent of Local Government as it had tourism-related responsibilities and managed Local Government owned tourism assets. As such, it considered destination development as critical. Its role included visitor servicing but was not as close to tourism operators as in other regional destinations. For this category, area was used to identify tourism development in areas aligned with State tourism strategies and enabled it to access tourism grants. It also strongly advocated the visitor experience in Albany as better than in other destinations in the South West.

Owner-manager (A) focused most on operators and saw participation and involvement with State and regional based tourism associations as important to growing tourism. He noted successful operators had many repeat customers. However, he did not feel Local Government was helping tourism operators establish a much-needed local tourism organisation. State Government funding for the National ANZAC Centre encouraged private investment in the development of food and beverage facilities in

the town. He also considered Local Government policy was essential to developing and growing business. Owner-manager (B) focused on participation and involvement (membership) with State and regional tourism associations and acknowledged his investment (money) in marketing. He felt the region's attributes attracted visitors and was equally supportive of Albany and Denmark, although noting a lack of a Local Government tourism strategy restricted opportunities for new operators.

Table 6.3 identified 19 word-like concepts. Six were common to two participant categories, and 13 belonged to individual participant categories. Participant categories shared perceptions of tourism that focused on regional attributes and the need for industry development to maximise tourism's potential. State Government investment and marketing emerged as significant contributors to tourism development.

6.5 The research questions

RQ1: How do participants feel the processes of planning, managing and measuring tourism contributes to formulating and implementing tourism destination policy?

Albany participants felt tourism's significance was recognised and noted Albany's long history of tourism. Indeed, community surveys showed very high satisfaction with tourism attractions and for how local history and heritage were preserved and promoted. They also noted Local Government was crucial to Albany's tourism planning because it owned and operated all of the city's tourism assets and attractions, including the Albany Visitor Information Centre. Local Government had long indicated a desire to develop a tourism policy, something prompted by State Government before this study was undertaken. However, some participants suggested Local Government had done nothing about tourism before the ANZAC Centenary event was planned, despite owning and managing Albany's natural and built attractions.

While participants acknowledged and supported the formulation of a destination policy for tourism, they were unsure how this might happen. They noted that, although informal tourism interest groups existed, Local Government was not supportive of the development of a local tourism association. Further, while Local Government had

amended land use policy to support the development of tourism accommodations, there was no real plan to provide a framework within which tourism might be developed. Participants felt the Federal Government's and the State Government's intervention and their funding of the National ANZAC Centre had rejuvenated tourism and that, without this, tourism would not have improved. They also felt this intervention might lead to the three municipalities in the Great Southern region developing a joint destination marketing strategy.

RQ2: How do participants feel about using tourism policy to create a positive tourism environment?

All participants felt the Federal Government's policy to commemorate the ANZAC Centenary and establish the National ANZAC Centre had created a very positive tourism environment. They sensed such events benefitted the Great Southern region as a whole. They argued tourism benefits had become very visible and tangible to the community because recent events had attracted an unprecedented number of overseas and Australian visitors to Albany. However, participants also felt Local Government would not be able to manage the development of tourism without the support of the local tourism industry.

RQ3: Do participants feel tourism supply planning impacts policy and strategy?

Participants suggested the decision to build Australia's National ANZAC Centre in preparation for the ANZAC Centenary Commemoration had a positive impact on the development of policy and strategy and that the Government's investment in the National ANZAC Centre had stimulated private tourism investment, as tourists and the community had new attractions to enjoy. These included restaurants refurbished and improved amenities and new tourism services. However, they did not feel their Local Government had formulated policy or a destination marketing strategy to build on these successes.

RQ4: How do participants feel tourism policy impacts on collaboration among tourism players in their destination?

Participants suggested policy was crucial to increasing collaboration. However, only some had increased their collaboration. These participants argued new institutions, such as a local business association, were needed to work with Local Government to develop collaborative plans. The lack of such institutions had driven some industry operators to work individually and through their own special interest groups or through the regional tourism organisation, rather than with Local Government.

RQ5: How do participants feel tourism policy affects conflicts of interest in their destination?

Participants felt there were conflicts of interest among the three Local Government municipalities in the Great Southern region. There had been disagreements in the past due to their competing interests in attracting visitors. Some participants were optimistic about attempts to form a sub-regional tourism destination marketing association, in which they hoped to participate. The Albany Local Government talked about developing its own destination marketing strategy, but there was no indication as to how this might come together.

RQ6: How do participants feel having a tourism policy makes them a better tourism destination?

Participants felt a marketing plan would make Albany a better tourism destination because it would increase visitor numbers. Local Government focused on economic development and saw tourism as an economic driver, while other participants felt a tourism policy would enable them to better plan for business growth. They argued Local Government did not have a policy (or strategy) to support tourism in spite of claims of tourism's importance. They also noted that Local government did not support industry operators' efforts to form a local tourism association. Moreover, the Visitor Information Centre did not operate as a membership organisation and most industry participants operated independently of the Centre.

RQ7: What sorts of tourism features do participants feel are important to bring tourism success to their destination?

Participants had differing opinions about what was important to tourism success. The destination's natural characteristics and attributes were seen as unique, centring on Western Australia's south-coast tourism landscape and participants considered these were the destination's competitive advantage. Local Government and the Tourism Agents suggested a destination marketing strategy was also critical. Business owner-managers felt owner-managers' skills and competencies were important.

As noted earlier, Leximancer identified 21 name-like and word-like concepts (Appendix 8.4 Full Version). Word-like concept rankings showed tourism was the most important (100%), with region (62%) and people (61%) the next important concepts. Participant groups perceived business (23%), marketing (23%) and the development of industry as important to growing tourism. Participant groups also suggested the City of Albany (14%) and Tourism WA (14%) played critical roles in Albany's development as a tourism destination and, consequently, these were also important to tourism (Appendix 8.4).

6.6 Conclusion

Albany was the third case narrative. Located in the Southwest tourism region (Great Southern economic region), its relevance to this study was its cultural and historic significance. It is a well-known coastal destination that was once popular for summer holidays. Indeed, it was the first regional tourism destination in WA with its cool summer sea breezes. However, it was also cold in winter. As in the previous case (Geraldton). Albany is in a rejuvenation stage and continues to have high accessibility barriers. However, it is clear recent investment has improved people's perceptions of Albany's future as a regional tourism destination.

Appendix 6.1: Albany tourism documents

1. 2005-2010 City of Albany *Tourism Strategy*
2. 2007-2017 Tourism WA *Australia's South West Destination Development Strategy*
3. 2013-2017 City of Albany *Economic Development Strategy*
4. 2013-2018 Regional Development Australia *Great Southern Regional Plan*
5. 2013-2023 City of Albany *Community Strategic Plan*

6. 2014 Department of Regional Development, *Great Southern Region in Profile*
7. 2014 Tourism Council WA *Tourism Summary Data*
8. 2014-2018 City of Albany *Corporate Business Plan*
9. 2014-2020 Great Southern Development Commission, *Strategic Directions*
10. 2015 City of Albany *Policy Bed and Breakfast NP1542240*
11. 2015 (Retrieved) City of Albany *Policy Holiday Accommodation NP1542245-1*
12. 2015 (Retrieved) City of Albany *Policy-Waterfront NP1542308*
13. 2015 City of Albany *Community Perceptions Report-1*
14. 2015 Great Southern Development Commission, *Regional Investment Blueprint Overview*
15. 2015 Great Southern Development Commission, *Regional Investment Blueprint*

Chapter Seven

The Denmark Case Study

7.1 Introduction

Denmark is a coastal town located on the Wilson Inlet in the Great Southern region of Western Australia. It is 423 kilometres south southeast of Perth and approximately 50 kilometres west of Albany. The town, which grew around the banks of the Denmark River, also lends its name to the local Shire. Renowned for its mild summer temperatures, Denmark has an annual rainfall of about 1100 mm (Bureau of Meteorology, bom.gov.au, site number 9531) and average daytime temperatures of around 25C in summer and 16C in winter.

The town has long been a coastal holiday destination for regional Western Australians and has gradually gained popularity with the metropolitan community; some of whom own property in the district. Many locals have lifestyles that combine cottage industries and small businesses that cater for tourists, an approach that dates back to the early 1900s (Denmark Historical Society, 2016).

7.2 A background to Denmark

The South Coast of Western Australia was discovered and explored by the Dutch, who called it Landt van de Leeuwin (Leeuwin's Land) after the Dutch East India ship Leeuwin, which sighted the coast in 1622. The Denmark area was observed for the first time in 1627 by the Dutchman Francois Thijssen, Captain of the 't Gulden Zeepaert' (The Golden Seahorse), which sailed as far east as Ceduna in South Australia. Captain Thijssen discovered the south coast of Australia and charted about 1,800 kilometres of it between Cape Leeuwin and St Francis and St Peter Islands, now known as the Nuyts Archipelago (McGuinness, 1996).

Thomas Braidwood Wilson, one of the first Europeans to explore the Denmark district named the Denmark River in 1829 after Dr Alexander Denmark RN. Guided by an Aboriginal (Mokare), the expedition named many features in the Denmark district,

such as the Denmark River, the Hay River, Mt. Lindesay and Mt. Shadforth. In 1831, control of the region transferred to the Swan River Colony.

Denmark, gazetted in 1909, had a population of 500 by 1911. In 1912, farmers formed the Denmark Settlers Association, which aimed to solve farming issues that had emerged (Denmark Historical Society, 2006). Following World War One, the British and Australian Governments helped people settle in Australia and, in 1923 and 1924, 1500 people arrived in Denmark to take up agricultural land. These farmers experienced problems, as they lacked local knowledge and no expert advice was available. Some of the new group settlers walked off their properties because of debt, insufficient output and poor living conditions (Denmark.gov.au/2016). Farmers not involved with the group settlement schemes also contributed to the rural sector in the 1920s, as orchards were developed. Beef and dairy cattle, sheep and pig farms were also established and fishing was industrialised. The Smith family supplied its own retail fish shops and sent fish as far as Kalgoorlie and Boulder.

Tourism began in this period. An increasing number of people came to see the spectacular coastline and to fish. Denmark's tourism pioneer, Charlie Smith, built and ran the first hotel (1929). He owned an open boat called '*Britannia*' that transported holidaymakers along the Denmark River and the estuary. (McGuinness 2011). John Clarke, a Scotsman, built the Edinburgh Hotel and Guest House in 1943. Anecdotal evidence suggested Denmark's popularity increased when American soldiers, stationed in Albany during the War took leave in Denmark. After the war, Denmark became a popular holiday destination for Western Australians.

The Shire of Denmark took up tourism in 1996 when Barbara Rigby, who worked at the Shire of Denmark, started 'The Leeuwin Way' walk that included a discussion of the history and culture of Denmark (Denmark Historical Society 2016). An iconic attraction called the Tree Top Walk was built by CALM in the Valley of the Giants and drove Denmark's tourism in the early 2000s.

Denmark is in Australia's South West tourism region, as is Albany (discussed in the previous chapter) and Margaret River (discussed in the next Chapter). It is part of the Great Southern region that borders the Southern Ocean and the Southern coast of Western Australia and extends inland for some 200 kilometres (RDA Great Southern,

2013). The region covers 39,000 square kilometres of natural, agricultural and coastal land. The Shire of Denmark is one of eleven Local Government areas in the region.

Denmark has 110 tourism businesses, of which 44% are Nano-businesses and 32% are micro-businesses (employing between one and four staff). The remainder are SMEs, with 26% employing between five and 19 employees and 4% employing more than 20 employees. Table 7.2 provides an inventory of Denmark's tourism offerings that includes products, amenities and annual events.

Table 7.1: Denmark tourism sector characteristics, visitation and local industry

Tourism products and services	Culture	Museums	Historical trails	Iconic tree top walk	Arts & crafts
	Sun and beach	Beaches	Surfing	Canoeing	Fishing
	Nature	National Parks	Coastal and forests	Wilderness	Wild rivers
	Sports competition	Local	Regional	State	International
	Corporate & social	Meetings	Incentives	Exhibitions	Conferences
	Themed	Country	History	Natural Attributes	Vineyards
	Travel	Air transport	Ground transport	Land travel tours	Sea travel tours
	Lodging and food	Accommodation	Restaurants & Cafes	Wineries	Breweries
	Source: Local Government/WALGA 2015				
Tourism events annual calendar	Cultural & Heritage	Great Southern Arts	Brave New Works		
	Commemoration	Australia Day Awards			
	Celebration	Festival of Voice			
	Sporting	Southern Ocean Classic	Great Southern Soccer		
	Awards				
	Festivals				
Food and Beverage	Taste Great Southern	Season Market Days			
Source: Local Government/WALGA 2015					
Visitation Statistics		International	Interstate/Intrastate	Day	Total
	Visitors('000)	11	108	121	240
	Visitor Nights ('000)	43	375	-	418
	Average stay nights	4	3	-	4
Metrics	Economic benefit (\$m)	4	59	10	73
	Average spend/trip (\$)	363	545	74	304
	Average spend/night (\$)	92	157	-	151
	Output (\$m)	-	-	-	-
	Number of jobs	-	-	-	-
	Cost of jobs (\$m)	-	-	-	-
Source: Tourism in Local Government Areas 2014					
Local industries	Tourism	Viticulture	Fishing	Cottage Industries	Horticulture
	Aquaculture	Agriculture	Arts and Culture	Cheese-making	
Source: Local Government/WALGA 2016					

Visitor data are based on four-year averages from 2010 to 2014 and are categorised by source (international and domestic with the latter made up on both interstate and intrastate visitors). International visitors accounted for 5% of the total, while domestic visitors accounted for 45%. Day visitors accounted for the remaining 50%, with this segment including international and domestic visitors. International visitors accounted for 10% of total visitor nights, with the remaining 90% coming from interstate and

intrastate visitors. On average, international visitors spent four nights in the town and domestic visitors spent three nights.

Tourism economic benefits are significant and come from a range of tourism activities across the retail, accommodation, restaurants, bars and cafes, cultural and recreational services sectors. Denmark obtained a benefit of \$73m from tourism in 2014. International visitors generated \$4m of this and interstate and intrastate overnight visitors generated \$59m, while day visitors generated \$10m.

7.3 A review of tourism plans for Denmark

The search for Denmark tourism documents returned a total of 23 publications of which eight were found to have been prepared by the Shire of Denmark between 2010 and 2016. This search also found some Shire Briefing Notes dated between 2013 and 2016 that were discussed in Council meetings.

7.3.1 The Shire of Denmark (Local Government)

The Draft Project Brief Tourism Strategy 2010 called on Local Government to prepare a tourism strategy. Indeed, a Tourism Planning Taskforce established by the West Australian Planning Commission in 2002 suggested Denmark should do this so as to develop a vision for tourism and to identify tourism's importance (the second highest number of jobs, next to agriculture) as an economic driver.

The Shire of Denmark Tourism Planning Strategy Stage 1 (undated document seemingly prepared in 2010) provided a descriptive commentary of tourism's role in the Shire. It provided a profile of the industry and local accommodation and noted the closure of Denmark's only resort style accommodation (Karri Mia Resort). The strategy reviewed the Shire's Planning Laws and modified policy to support tourism planning. Major issues were the loss of tourism accommodation to permanent residential homes and the growing illegal use of permanent accommodation as holiday accommodation. In its conclusions Local Government said "it would provide appropriate resources, take leadership in the preparation of Stage 2 of the Tourism Strategy (and noted it had) responsibility to provide the appropriate statutory and strategic planning environment to support the continued growth of the tourism

industry and guide the nature and type of tourism development. The preparation of such a strategy should occur in consultation with key tourism agencies and the community” (p. 16).

The Shire of Denmark Local Planning Strategy 2011 discussed tourism initiatives and provided a tourism profile. The Shire noted it hoped to “encourage eco-tourism and facilitate new tourism developments and choices of tourist accommodation types to enhance Denmark Shire as a destination of choice for visitors” (p. 8). Ten strategies addressed accessibility to and the visibility of natural tourism attractions and amenities and called for a consideration of new building laws that were friendly to tourism accommodation development. A planned implementation process did not support these strategies. However, it was noted that the Shire would develop a Local Tourism Strategy.

This Strategy seems to have been prepared to comply with Western Australian Planning Commission requirements and provided the Shire with “the design and assessment of tourism and mixed-use development” guidelines. The Local Planning Strategy considered tourism to be a major employer. However, no specific actions to support tourism development were suggested. Indeed, an extract from the Council Minutes (22 January 2013) noted the Shire had “not progressed a Local Tourism Strategy” and that “Council’s previous considerations of tourism development (in particular generally restricting the proportion of permanent residential units relative to the total number of accommodation units on-site to 25 percent) provide a sound basis for decision making when considering land use planning matters pertaining to tourism” (Planning Bulletin 71).

The Shire of Denmark Strategy Community Plan 2013 noted “tourism is Denmark’s most important industry and prime economic base” (p. 34) and that there were “pressures on the tourism industry that will continue to challenge business operators and local government” as a result of the Global Financial Crisis and the level of Australia’s currency. The Plan called for the community to undertake “innovative marketing and develop other attractions and assets” (p. 35) and encouraged “indigenous tourism” and the “greater utilisation of its bountiful and beautiful natural

resources.” However, the Community Plan contained no direction as to how the Shire might contribute to tourism development.

The Shire of Denmark Policy Manual 2015 described tourism as “a social and economic force as a major potential employer” and suggested Local Government should raise community awareness of tourism’s benefits and guide, support and influence tourism development by ensuring appropriate resources and infrastructure were in place. The Manual provided guidelines, which included active collaboration, financial support, planning consideration and assistance to tourism development, noting “the Shire of Denmark would take into consideration policies on tourism” (p. 178) when reviewing planning regulations, town plans and strategic plans, and that it would adopt the recommendations outlined in Tourism Planning Strategy Stage 1. However, a Tourism Planning Strategy was still to be formulated. The Shire of Denmark Policy Manual 2016 did not update these issues and is not discussed here.

The Shire adopted Denmark’s Strategic Community Plan-Denmark 2031 in March 2016 that “acknowledged that tourism is Denmark’s most important industry and prime economic base” (p. 34) and identified the challenges business operators and Local Government faced, including competitive tourism markets, accessibility to the destination and, most notably, a tourist period that only runs from December to May. It was accepted that “innovative marketing” was needed and that “other attractions and assets facilitated by assistance from Federal and State sources” needed to be developed (p. 35). The goal was to “encourage year-round sustainability of tourism” (p. 35).

Strategic Briefing Forum Notes between February and September 2016 identified Denmark Tourism Inc. (DTI), a membership association funded by Local Government, as the local tourism association. A lack of official local tourism associations attracted Albany tourism operators. Local Government noted “Denmark Tourism Inc. is a free-standing entity and not an arm of Local Government, with a separate board and a separate constitution that was created by the Shire of Denmark” (LGADS 2016) and that DTI is “substantially funded every year and we contract this entity to do visitor servicing and also contract this entity to do destination marketing” (LGADS 2016).

Despite the ‘autonomous’ arrangement, it appears the Shire was involved in the Association’s operations. Strategic Briefing Forum Notes of 9th February 2016 noted “Cr. Lewis raised the topic of Council’s involvement with the Visitor Centre Sustainability Grant and Council’s preferred direction for visitor servicing. The Shire would be involved in setting the scope of how the grant would be spent and that the first meeting of the two CEOs had been arranged for Friday 12th February 2016 to discuss the proposal” (p. 1). Council requested “a Policy and Guidelines should be prepared for ongoing grants and subsidies provided to the local tourism organisation” (p. 2).

Further, Strategic Briefing Forum Notes dated 12th July 2016 reported “the general consensus of Councillors was that the Shire of Denmark required more information to justify the marketing budget expenditure proposals” (p .2). The Shire noted “the principles of consistency and retrospectivity were considered important” (p. 3) and supported this request. Another section of the Strategic Briefing Forum Notes noted “a lack of communication existed between the main stakeholder organisations involved in tourism, and that this should be improved” (p. 3). Strategic Briefing Forum Notes of 6th September 2016 addressed the processes required for the preparation of a Destination Market Study by Marketforce.

The Lower Great Southern Alliance (LGSA) between the City of Albany, the Shire of Denmark and the Shire of Plantagenet was set up in 2015 to focus on “the economic development and future prosperity for the Albany sub-region” (Shire of Denmark Council Meeting-27th September 2016). LGSA’s first priority was to prepare a regional Marketing Strategy with the support of Tourism WA by creating a clear and unified tourism vision across the region (Denmark.wa.gov.au/news/47/2016) and the LGSA appointed Churchill Consulting to do this (Denmark.wa.gov.au/Destination Marketing Strategy 2016).

7.4 Leximancer analysis: outputs and findings

The five interviewees for the Denmark case were officers from the Shire of Denmark (Local Government), the Denmark Chamber of Commerce and Industry and DTI (DTI), which operates the Denmark visitor information centre. Denmark also has a

number of small tourism operators' interest groups. The other two interviewees were tourism business owner-managers. The first owner-manager operated boutique resort accommodations including several chalets, while the second owner-manager operated multiple business including an upmarket eatery and a winery and was a producer of specialised regional foods.

Participants responded to a similar set of questions with the semi-structured interviews each lasting approximately an hour. Three of these interviews were face-to-face and two were telephone interviews. Data were collected between September and December 2015 and were simultaneously transcribed and stored in separate files. Interviews with Local Government and with one tourism business owner-manager included multiple interviewees, while the remaining interviews were with principals. As outlined in Chapter Three, the data were processed and imported into Leximancer for subsequent analysis.

7.4.1 The general landscape of the concept map

Figure 7.1 shows Denmark's concept map, which has six heat-mapped spheres. The most significant theme was Tourism (red orange), which was followed by the theme Shire of Denmark (yellow orange) that represented Local Government. The theme Region (yellow green) was the third significant theme. Participants considered these three warmer-coloured themes to be more important to Denmark tourism. A large proportion of the concepts contributed to these three themes, supporting their significance. The next significant theme was Community (green) and, although this theme is displayed in a cooler colour, its proximity and overlap with the Shire of Denmark theme suggests a strong association with Local Government, as evidenced by the concept's proximity to the Local Government category.

While themes are equally significant to all participant categories, the cluster of the first four themes suggested these were more important to the participant categories. They contained a large proportion of the concepts shown by the grey nodes in the spheres. The map suggested Tourism and Region were more associated with the Business owner-manager A and Business owner-manager B, which can be seen at the top of the map.

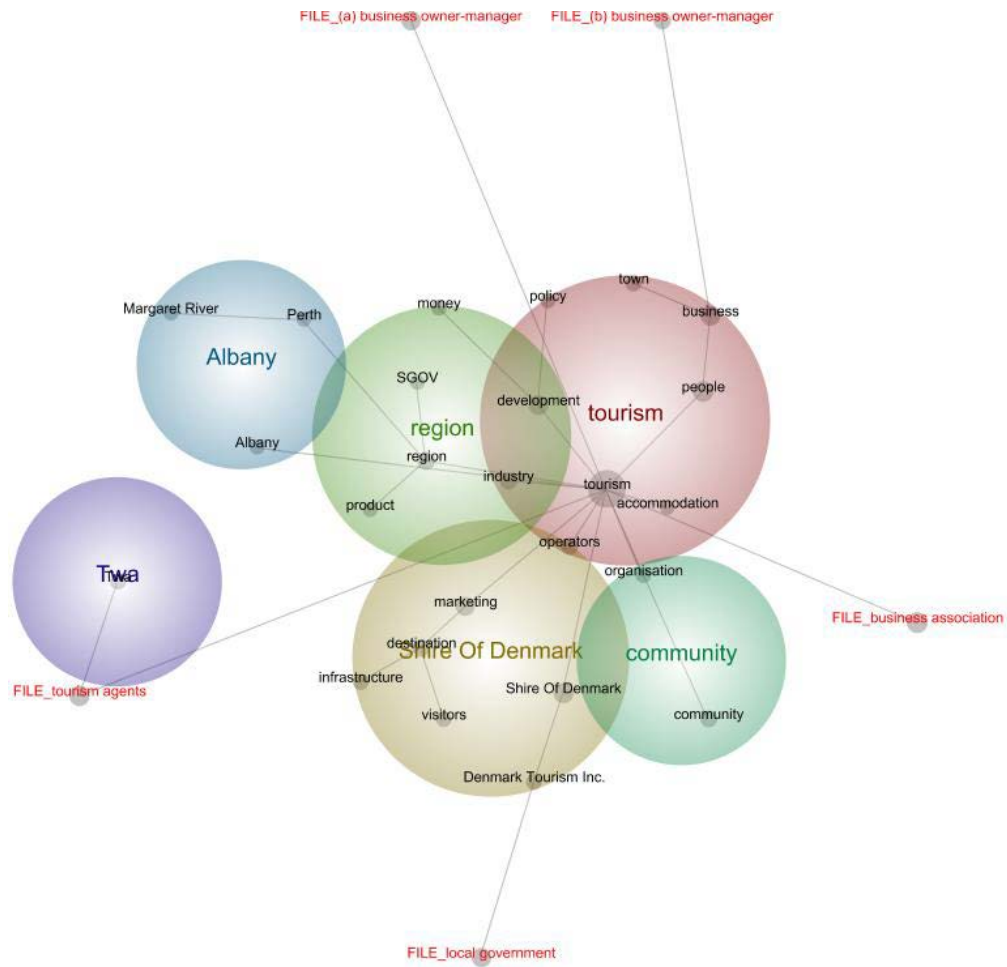


Figure 7.1: Semantic map of themes, concepts and categories (Denmark)

The Shire of Denmark and Community themes were more associated with Local Government, while the Business Association was located closer to the Tourism and Community themes. The remaining two themes (Albany (blue green) and TWA (blue violet)) were more associated with the Tourism Agents category. The Denmark data contained 713 context blocks (two sentences in each block) across the five participant categories. The semantic map had 25 concepts, of which seven were name-like concepts and 18 were word-like concepts. Five themes contained multiple concepts, whilst the sixth theme contained a single concept.

Table 7.2 shows the name-like concepts ranked in order of Count and Relevance. Counts represent the number of text segments that contained the name-like concept (or word-like concept), while Relevance is the frequency of the concept in the most significant concept (i.e. Tourism). Connectivity, which is the summed co-occurrence of concepts of a theme to the most significant theme, determined the theme ranking. For example, the summed co-occurrence of concepts in Tourism was 2390, while the summed co-occurrence of concepts (also 7) in the Shire of Denmark theme was 1388 or 58% of Tourism.

Table 7.2: Ranked name-like concepts and thematic summary (Denmark)

Name-like Concepts	Count	Relevance
Shire of Denmark	88	25%
Tourism WA	47	14%
Denmark Tourism Inc.	32	9%
Margaret River	29	8%
Albany	27	8%
State Government (SGOV)	23	7%
Perth	22	6%

Count: Frequency of text segments coded with name-like concept

Relevance: Frequency of name-like concept relative to the most frequent concept

Themes	Connectivity		Relevance
Tourism	2390	100%	Most significant
Shire of Denmark	1388	58%	
Region	734	31%	
Community	299	13%	
Albany	250	10%	
Tourism WA	143	6%	Least significant

Connectivity: Relative importance (summed co-occurrence of concepts) of theme to 100% theme

Relevance: Connectedness of concepts (strength) within the theme cluster

Source: Leximancer analysis output/2016

The name-like concepts were the Shire of Denmark (88/25%) (Local Government), Tourism WA (47/14%) (the State Government's tourism agency) and Denmark Tourism Inc. (32/9%) (Denmark's local tourism association, which also controlled the Denmark visitor information centre). The remaining name-like concepts were Margaret River (29/8%), Albany (27/8%), State Government (23/7%) and Perth (22/6%). The next section examines the concepts that contributed to theme formation and the relationship of the concepts to each other based on direct paths and proximity to other concepts and to participant categories by drawing on systemised text and relational data from Leximancer.

7.4.2 Analysis and results: themes, concepts and categories

The Tourism theme focused on seven concepts. Ranked in order of Count and Relevance, these were tourism (348/100%), people (106/30%) and business (94/27%), development (81/23%), town (38/11%) policy (37/11%) and accommodation (22/6%). As noted earlier in this Chapter, Denmark had a long tourism history and its importance was unquestionable to participants. However, as one participant noted:

“The Shire of Denmark thinks tourism works well in Denmark. What the community thinks of tourism depends on with whom I am speaking. Some will say it is okay sometimes, but there is a strong sense amongst our members that the role of leadership in tourism is not apparent to them. They feel more collaboration with industry is essential by the Shire of Denmark; this leaves many taking the initiative to market themselves (LJ).”

The map showed the nodes for people, business and development were the largest concepts after tourism. These concepts represented the perceptions of all participant categories. However, the proximity of these concepts suggested stronger associations with the two, business owner-manager categories, and with the business association category. Most notably a direct path between business owner-manager B and business showed a strong association. People and development also had direct pathways (highly associated) with tourism. Participants used the people concept when referring to tourism stakeholders, generally tourists and visitors, industry, local community, government and any group that had an active interest in tourism. Perhaps, this interpretation suggests how participants perceived Denmark as a tourism town.

“People come to Denmark for the natural beauty but when they drive into the town, there is a sense of carry-through and knowing there are beautiful beaches and a magnificent coastline. More than that, the town brings a sense of a connected community, so that ‘small town’ type connection in the community is what the tourist wants to feel (GC).”

Participants considered development to be important and used this word-like concept when referring to emerging visitor markets and to improvements made to the natural and built infrastructure in Denmark and the Great Southern region. Indeed, some participants emphasised the need for a regional approach to developing tourism and this emerged in the Region theme that also partly captured the development concept.

Development linked directly to policy in this theme. The data that informed this concept suggested participants’ concern about community consultation and the absence of a vision for tourism in Denmark in spite of its importance. Participants were aware of the Shire’s intent to develop a tourism policy. However, some questioned the validity of a tourism policy without a vision for tourism.

“We are not all sitting around the same table talking about the development of the tourism vision (IC).”

“I do not get the sense that we are anywhere near developing policy. Not-for-profits in this town, led by the Chamber of Commerce, commented to the Shire of Denmark on its existing community consultation policy inadequacies, and we spent many months working at redesigning a new consultation policy. I am not aware of its acceptance yet, but the consultation process within our Shire Council is probably at the heart of many issues we face in terms of growth and development in this town, including tourism (LJ).”

“I believe Shire of Denmark does not have a clear and uniformly accepted tourism vision or brand for Denmark that the broader community understands because community is not involved. No one at the coalface of tourism is having any input into policy formulation (LJ).”

The Shire of Denmark was the second most significant theme. The concepts informing this theme were the Shire of Denmark (88/25%), marketing (63/18%) and operators (53/15%), destination (43/12%), infrastructure (33/9%), Denmark Tourism Inc.

(32/9%) and visitors (28/8%). Not surprisingly, this family of concepts reflected a set of words that described enablers of tourism. Theme proximity to the Local Government and Tourism Agents categories suggest these concepts were most relevant to the Shire of Denmark and DTI (local tourism association) participants.

Business owner-managers appeared to be close to their businesses and showed a deep understanding of the region's tourism environment. They acknowledged the industry and operators faced constant and often unique challenges as they operated in a country town. Some also noted Local Government did not support tourism operators even though it saw itself as a beacon for tourism.

“If you look at our town, we have more upmarket shops because operators have seen visitors increase. It is not the Shire of Denmark doing this. The Shire of Denmark say that tourism is the number one economic driver for Denmark, but if you look at their living, breathing, and action and what it does on a day-to-day basis, it does not really support operators (GC).”

“In the winter months, Denmark is virtually empty. For three months we are pretty well the only ones that are open because everyone else closes because visitation is not growing big and fast enough to attract many people down here (GC).”

The Shire of Denmark concept count and relevance attested to participants' perceptions of the Shire of Denmark's role. The concept had direct paths to Denmark Tourism Inc. and to tourism, reflecting Local Government's engagement with tourism. The Shire owns and operates three caravan and camping parks and is planning a fourth.

“Tourism fits primarily into my role, with my Director of Finance and my Director of Planning, but I have the most active involvement with Denmark Tourism Inc. We substantially fund this entity every year and we contract this entity to do visitor servicing and destination marketing (DS).”

The Shire established Denmark Tourism Inc. (DTI). For many years prior to DTI's formation, the Denmark Tourist Bureau (DTB), an incorporated group of operators who came together to market and promote Denmark (CCILJ 2015). The DTB voluntarily managed Denmark's visitor information centre for many years. Denmark's business association (the Chamber of Commerce and Industry) formed a group called

Advocacy for Tourism to “undertake promotional and marketing activity” (CCILJ 2015). Indeed, there seem to be many special interest groups in Denmark and neighbouring towns that focus on marketing their destinations and the region.

“In the business case report, we kept indicating that there was an existing voluntary and suitable membership tourism organisation; the Shire of Denmark at the time was adamant they would produce a new tourism organisation; that legacy continues (LJ). “

The concept marketing was related strongly to destination and generally referred to regional destination marketing, as there were benefits to the “greater exposure of the region to visitation and to visitor centre servicing in the two Shires of Denmark and Plantagenet, and the City of Albany” (DTIJN 2015). Denmark’s business association also noted that, with DTI delivering destination marketing, members lacked knowledge about the Shire’s tourism objectives

“Denmark does not have a vision for tourism that the broader community understands. The community has not been involved and I do not believe the Shire of Denmark has a clear and uniformly accepted vision or brand for the Denmark destination (LJ).”

Local tourism member associations existed in Denmark and neighbouring towns (e.g. the Valley of the Giants Heritage Tourism Association, the Walpole Tourism Association and the Mt. Barker Tourism Association). For some years the Shire had “actively pursued with the Shire of Plantagenet and the City of Albany to create a sub-regional tourism organisation indicatively called (Lower) Great Southern Tourism Association” Local Government said. However:

“A tourism destination strategy, or the lack of I think, would be core. We do not have a tourism destination strategy. A coherent, clear, articulated vision putting clearly what the community and Shire of Denmark’s articulated vision is for the next ten years, or what the next five years’ worth of investment would be in terms of infrastructure (DS).”

Infrastructure and visitors were strongly associated with destination in the Shire of Denmark theme. The Shire and the local tourism association considered Denmark's tourism strengths were its natural infrastructure and the iconic Treetop Walk in the nearby Valley of the Giants that attracted around "150,000 paying visitors each year" (LGADS 2015). The Shire has "improved public infrastructure including improvement of the Community Park, bike-trails, and enhanced street scaping" (CCILJ 2015). DTI also noted "Denmark (needed) another iconic attraction, and that some other existing items may require improvement" (DTIJN 2015). It added that in peak season "caravans and campers are turned away and the Shire of Denmark is overcoming that by opening an overflow caravan and camping grounds during the holiday season" (DTIJN).

Region was the third theme and this focused on five concepts (region (69/20%), industry (47/14%) and money (31/9%), SGOV (State Government) (23/7%) and product (22/6%)). The region concept discussed the elements participants saw as important to tourism in the region that focused on SGOV (State Government), money (investment), the development of industry and building product (infrastructure and output). Participants talked about the impacts of tourism decision-making at a State level that included State Government agencies and Western Australian tourism industry bodies. For example, one participant felt strongly about the support Albany received leading up to the Anzac centenary.

"I do not believe that the tourism for Denmark at a State Government level, and at local government level, is as productive and efficient as it could be when we feel alone and neglected by State Government (LJ)."

They also spoke about how the appeal of a regional tourism town such as Denmark had a positive impact on regional investment.

"Denmark has attracted money, Pemberton has not, and you could argue Denmark is flourishing in terms of wineries and money spent. Not so much in restaurants because restaurants rely on tourists coming down, but you could invest in attractive and good wineries and you could be selling wine Australia wide and attract more people (GC1)."

Some noted the industry needed skilled businesspeople with an ability to establish successful businesses in the region and the capacity to develop their tourism business so they could operate throughout the year.

“You need to have industry people who have had ability run their own businesses and create tourism product, and be on a board that drives the vision of the region; you do not want bureaucrat crap in there; you do not want to become political (GC).”

“We need to create more product to attract visitors. We created three different types of wines at three different price points that appeal to different people in the market, and we have created 30 different food products that sell here and go to Perth. I had to develop a wholesale model to carry my business through the quiet months of tourism (GC1).”

The Community theme was concerned with the community (48/14%) and organisation (23/9%) concepts. Participants discussed community attitudes toward tourism and noted the resident population of about 6000 increased to about 16500 during peak seasons (notably December, January and April). Mixed views emerged, with some noting “there all these additional people in town and all those members of the community that aren’t in the tourism industry are unhappy about it” (DTIJN 2015). However, a Shire participant commented:

“I do not think there would be many at all who feel begrudgingly about tourism, the Shire of Denmark, community or private investment in tourism. We are all conscious of the fact that tourism is our lifeblood (DS).”

Nonetheless, DTI said there was some adverse sentiment about tourism.

“People that are not in tourism industry or those who believe that they are not in tourism, actually are cannot stand tourism! The argument from DTI and the Shire of Denmark is that, if from tomorrow there is no tourism Denmark would not survive (JN).”

Community also linked to organisation, and organisation was very near operators. An examination of this association underlined the number of regional and local tourism organisations that had their own agendas. This implied that operators had worked disconnectedly because the tourism community was fragmented.

“There are issues around roles; who does what. We are dealing with a paradigm of organisations that operated for many years and my sense is now is that we need to look at how we drive tourism at local organisations and SGOV level. You know, the models may not be the models we need to work with in the future (LJ).”

The Albany theme included three name-like concepts (Albany (27/8%), Margaret River (29/8%) and Perth (22/6%)). The TWA theme was close to the three concepts found in the Albany theme, suggesting a relationship between the TWA concept and the Albany theme. For participants, the Albany theme focused on the issues associated with amalgamation efforts between the two destinations’ local government in forming a sub-regional tourism association, which according to the Shire of Denmark, had a two-year history. This was perceived as a challenge to tourism operators in Denmark because of the rivalry between the two destinations.

“The Shire of Denmark is working with the City of Albany on a range of issues and the question of where the local tourism organisation is going to sit is probably the biggest issue now that is restraining greater collaboration between the Shire of Denmark and the City of Albany (LJ1).”

In Figure 9.1, Margaret River connected to Perth. As noted, the concepts were near to TWA and it was clear participants felt TWA directed destination marketing and infrastructure efforts to other tourism destinations and regions (e.g. the Kimberley and the South West).

“Tourism WA focuses excessively on infrastructure development and destination marketing of Perth, Kimberley, Broome and Margaret River and it forgets about everybody else...it does not have a fluid approach to developing tourism like other state tourism organisations in Australia (JN).”

7.4.3 Perceptions of concept importance to participant categories

The Leximancer insight-dashboard computes concept prominence scores for each participant category. Concept prominence is the conditional probability of a concept in a category multiplied by the conditional probability of the category for the concept. Prominence scores are absolute measures of the correlation between attributes and categories (Leximancer Release 4.5 2017).

Table 7.3 shows the top five concepts for each participant category with Prominence scores shown in brackets. A concept with a prominence that scores greater than 1.0 indicates that co-occurrence happens more often than by chance, and this would mean that concepts are not independent (Leximancer Manual V4 2016).

Table 7.3: The top five concepts by prominence for categories (Denmark)

Local Government concept (prominence)	Business Association concept (prominence)	Tourism Agents concept (prominence)	Owner-manager (A) concept (prominence)	Owner-manager (B) concept (prominence)
community (2.2)	organisation (1.9)	infrastructure (1.8)	money (2.7)	accommodation (1.6)
visitors (1.9)	community (1.7)	destination (1.8)	policy (1.7)	town (1.6)
infrastructure (1.6)	development (1.4)	visitors (1.7)	business (1.7)	people (1.5)
people (1.3)	region (1.3)	industry (1.4)	town (1.7)	business (1.2)
marketing (1.3)	destination (1.2)	operators (1.1)	organisation (1.6)	money (1.2)

The prominence score is the measure of Relative Frequency (%) and Strength (%) of the most prominent concept in the category.

A prominence score greater than 1.0 indicates that co-occurrence happens more often than by chance. (concepts are not independent)

For Local Government, the concept community was most important. In the context of this concept, Local Government spoke of tourism's importance to Denmark and its dependence on the amalgamation of the three communities of Denmark, Albany and Plantagenet so one tourism association could manage and control the marketing of the three municipalities (communities). Local Government felt a more effective marketing effort (strategy) for the combined municipalities would attract more visitors to the region and, therefore, benefit Denmark's tourism. Further, it promoted DTI as a representative body for tourism stakeholders (people) in the three municipalities to fulfil this marketing role. It also perceived infrastructure (natural and built) as most important to attract visitors. Prominence scores suggested it was important to unify marketing efforts.

Business Association considered the organisation of tourism as most important to Denmark. It believed Local Government insisted on starting its own tourism association (DTI). Local tourism stakeholders (community) perceived this to be Local

Government controlling tourism, as was the case in Albany, although the Shire of Denmark did not perceive this to be the case. Denmark had a local tourism association that functioned without the support of Local Government. It also noted DTI was controlled by Local Government and, consequently, delegated its responsibility for tourism. It believed DTI had not improved the coordination and collaboration of Denmark's tourism community. The development of the destination and, indeed, the region was important to improve the value of tourism, which was critical to Denmark's economy. Development in this context included improvements to and the maintenance of road systems (access to destination) and the development of 'digital' capability and reliability, as present infrastructure was having an adverse effect.

For Tourism Agents, the infrastructure and destination concepts were most important. Tourism Agents felt a new iconic attraction would help increase the number of visitors coming to the destination. Infrastructure development in the destination was a preferred option and seen as a responsibility of the Regional Development Commission and the Shire of Denmark (Local Government), and not the responsibility of Tourism WA. It was felt Tourism WA favoured destinations such as Perth, Broome and Margaret River for infrastructure development over destinations in the Great Southern region. It saw DTI as important to destination marketing and that it was crucial for the tourism industry and operators in Denmark, Albany and Plantagenet to participate and 'have a say in tourism'. It also felt money (investment) was essential to destination marketing.

Owner-manager (A) focused on money. He felt Local Government was not investing in tourism and saw DTI as a department of Local Government and a way to get money from members. He noted a lack of policy and how important it was that Local Government supported tourism development by developing infrastructure.

Not surprisingly, Owner-manager (B) focused on accommodation and noted affordable accommodation was important to Denmark's tourism industry. As one of the first accommodation operators in Denmark, he noted growth in this segment had been organic over the previous 15 years. The development of the town was also important, as it contributed to an awareness of Denmark, particularly among visitors from Albany. Visitors to Denmark (People) appreciated the region's natural

environment. Thus, he felt investment in the natural environment and the building of attractions such as trails and walks were essential.

Sixteen concepts were identified across the five participant categories. There were nine concepts common to two categories and six concepts belonged to a single participant category. The most prominent concept (100%) (tourism) did not appear in any of the categories. There was no commonality of a top concept in the categories, with the groups suggesting a focus on the organisation of tourism and support for communities were important. An investment in infrastructure and accommodation were also important.

7.5 The research questions

RQ1: How do participants feel the processes of planning, managing and measuring tourism contribute to formulating and implementing tourism destination policy?

Denmark participants felt positive about having processes for planning, managing and measuring tourism and recognised this as important to developing a tourism destination policy. However, there were some who felt that no formal processes existed, and in spite of tourism's strong importance. They also felt Local Government would not be able to develop a tourism policy and a marketing strategy, which had been promised since 2010. Indeed, there was evidence of a lack of such a policy or strategy. However, some participants felt Local Government lacked a 'proper' process of community consultation for policy matters, and this included poor engagement with the local tourism industry.

Participants noted the State Government had suggested Local Government should develop a policy for tourism in 2010, but this had not happened, beyond the Shire investing in new premises for the Denmark Visitor Information Centre (DVIC) and established DTI. Key tourism players felt this new local tourism association did not bring the engagement they had hoped might occur. In spite of its significance to Denmark, participants felt Local Government did not understand tourism and that Denmark did not have a vision for tourism.

RQ2: How do participants feel about using tourism policy to create a positive tourism environment?

Participants felt Denmark had a positive tourism environment and that the local tourism industry was enthusiastic. However, they did not feel Local Government had created this environment, as Local Government statutory and regulatory controls did not meet the industry's needs. They felt Local Government's destination-marketing efforts focused on DTI becoming part of a sub-regional tourism association. Despite some reservations, most felt this would improve destination marketing for the Lower Great Southern region, including Denmark.

RQ3: Do participants feel tourism supply planning impacts policy and strategy?

Participants felt private investment in businesses around their town had not stimulated policy or strategy-making by Local Government or DTI. Further, some argued tourism business owner-managers were not supported by Local Government when it enforced its statutory and regulatory powers when they wanted to make improvements to grow their business. Participants did not perceive they were being encouraged to develop when Local Government did not provide explanations for refusing grant permits or demanded changes that might not have been in the best business owner-managers' interests. Indeed, participants Local Government seemed more interested in developing a destination marketing strategy for the Great Southern economic region.

RQ4: How do participants feel tourism policy impacts on collaboration among tourism players in a destination?

Participants felt tourism policy (and destination marketing) would increase collaboration amongst tourism players. They suggested the formation of a destination marketing alliance within the Great Southern economic region had the potential to improve such efforts but were sceptical, as this has been for several years and had not materialised. Indeed, some suggested tourism special interest groups outside local government were already active, reducing the need for such an alliance. For example, Denmark Tourist Bureau members had voluntarily managed the Denmark Visitor Information Centre prior to DTI's establishment.

RQ5: How do participants feel tourism policy affects conflicts of interest in their destination?

Some felt there were conflicts of interest between the Shire and the local tourism industry. The Business Association felt a tourism destination policy (or strategy) might be helpful to mitigate such conflicts. However, it argued engagement with both the community and the local tourism industry was critical and there was no evidence to suggest the existence of such engagement. Business owner-managers felt Local Government and DTI did not support tourism operators as it should and did not invest in destination marketing other than what the Shire contributed to DTI.

Business owner-managers and the business association felt a conflict of interest existed when Local Government invested in its own caravan and camping assets. They also felt no improvements had occurred since DTI was formed and felt Local Government used DTI to control tourism, which some likened to actions undertaken by Albany's Local Government.

RQ6: How do participants feel having a tourism destination policy when this could help them become a better tourism destination?

Some felt tourism policy (and strategy) would make Denmark a better destination. Their Shire acknowledged tourism's importance, and this was recognised in several local plans. DTI and the Denmark Visitor Centre (one entity) felt Denmark did tourism well, although the local business association and the business community felt there was insufficient marketing and a lack of a vision and there was a recognition that residential community support was needed to make Denmark a better tourism destination.

Participants felt strongly that destination marketing would make the town a better tourism destination and that this would increase tourist numbers, especially in the off-season. Local Government, Denmark Tourism Inc. and Denmark Visitor Centre felt additional infrastructure (natural and built) would make Denmark a better destination. Further, they felt regional marketing was critical to Denmark's tourism growth.

RQ7: What sorts of tourism features do participants feel are important to bring tourism success to their destination?

Participants suggested a range of features were important to developing successful tourism. They felt the natural appeal of the town, combined with the natural appeal of the coastline and the surrounding forests were Denmark's strongest features. Local Government felt community acceptance, more visitors, better infrastructure and destination marketing were important to tourism success. Tourism agents also noted the same factors, but felt greater participation by industry and operators was required. This was not surprising because of the close relationship between Local Government and DTI. The business association suggested engagement between Local Government, the local residential and the business community were important for successful tourism. It acknowledged that regional tourism development was important to Denmark's tourism success. Business owners felt policy (and strategy) and additional investment were important to the development of a sustainable resort town.

7.6 Conclusion

The Denmark destination was the fourth case narrative in this study. Denmark is well-known and tourism is extremely important, especially given the rapid contraction in the region's primary produce sector. Although tourism started many years ago, it has not grown consistently, which meant Denmark is still in the development stage of its tourism lifecycle.

It was apparent that Local Government needed to develop a tourism framework and, as noted earlier, many documents contained references to tourism. These documents titled 'Strategy' were plans that suggested guidelines as to how tourism might be developed. Some outlined how planning policies, particularly those relating to land use and building permits, might be adapted for tourism use. Others noted the importance of 'innovative marketing' and suggested the development of attractions and assets required financial assistance from the Federal and State Governments. While Council felt DTI was a freestanding entity, this was not the view of many participants, which impacted on their relationship with the organisation. The semantic map (Figure 7.1) suggested that, while tourism's importance was recognised,

participants felt Local Government involvement was often pervasive. However, a focus on regional tourism was also seen as important, even though some were sceptical that it could be delivered.

Appendix 7.1: Denmark tourism documents

1. 2006 Shire of Denmark *Tourism Planning Taskforce*
2. 2007-2017 Tourism WA *Australia's South West Destination Development Strategy*
3. 2010 Shire of Denmark *Draft 'Project Brief' Tourism Strategy*
4. 2010 Shire of Denmark *Tourism Planning Strategy - Stage 1*
5. 2011 Shire of Denmark *Local Planning Strategy*
6. 2013 Shire of Denmark *Extract from Council Minutes 0204-No 5-000141-000158*
7. 2013 Shire of Denmark *Strategic Community Plan*
8. 2013-2018 Regional Development Australia *Great Southern Regional Plan*
9. 2014 Department of Regional Development, *Great Southern-Region in Profile*
10. 2014-2020 Great Southern Development Commission *Strategic Directions*
11. 2015 Great Southern Development Commission, *Regional Investment Blueprint*
12. 2015 Shire of Denmark *Policy Manual with amendments to 150414 P130201 (Tourism) Updated 2016*
13. 2016 Great Southern Development Commission, *Age Friendly Communities*
14. 2016 Shire of Denmark 160301-*Attach-6.2-Strategic-Briefing-Notes*
15. 2016 Shire of Denmark 160705-*Attach-6.1-Strategic-Briefing-Notes*
16. 2016 Shire of Denmark 160712-*Attach-6.3-Strategic-Briefing-Notes*
17. 2016 Shire of Denmark 160726-*Minutes-Ordinary-Meeting*
18. 2016 Shire of Denmark 160927-*Attach-6.2-Strategic-Briefing-Notes*
19. 2016 Shire of Denmark 160927-*Denmark Council Meeting 160927-Destination-Marketing-Strategy*
20. 2016 Shire of Denmark *Differential Rating Policy, Objects and Reasons*
21. 2016 Shire of Denmark *Policy Manual with amendments to 160816*

22. 2016 Western Australian Planning Commission, *Lower Great Southern Strategy*
23. 2016 Shire of Denmark *Strategic Community Plan 2031*

Chapter Eight

The Margaret River Case Study

8.1 Introduction

Situated on the Indian and Southern Ocean coasts, Margaret River is in the Shire of Augusta-Margaret River, which covers an area of approximately 2,370 square kilometres. Described as a coastal hamlet (Gurran & Blakely 2007), Margaret River is a river, a town and a wine region. Located 277 kilometres from Perth, Margaret River sits on the renowned South West coastline that runs from Busselton in the North to Augusta in the South. The town lends its name to the Margaret River region that contains 16 towns. Of these, the six most significant for tourism are Busselton, Dunsborough, Yallingup, Cowaramup, Augusta and, of course, Margaret River.

This destination was selected because it has developed rapidly; although not solely because of short-term visitors. There is a high-demand for residential properties by what are termed non-permanent residents (Kelly & Hosking 2005). As outlined subsequently, the area gradually evolved as a holiday destination and was particularly popular with people looking for beaches, surf and the cooler temperatures of the South West summer. Margaret River holds the premier position among Western Australia's tourism destinations and is known nationally and internationally as an iconic Australian tourism destination. It is among the most visited regions in Australia, with 85% of its visitors coming from Western Australia and 15% from interstate and international markets. Interestingly, 85% of Western Australia's international tourists visit Margaret River (Tourism Research Australia 2014).

The Margaret River region is known for its excellent surf and vineyards, and the international quality wines they produce. The Shire of Augusta-Margaret River has rural landscapes, scenic forests, national parks, caves, eateries, galleries, coastal scenery, beaches, world-class surf, vineyards and wines (AMR Shire Profile 2016).

8.2 A background to Margaret River

Margaret River was gazetted on 7th February 1913. In 1910 the Margaret River Progress Association wrote to the Minister for Lands requesting a town site be declared at the Upper Margaret Bridge, as “the district is likely to be dotted with public buildings several miles apart in the near future if a town site is not made available shortly” (amshire.wa.gov.au/council/2016). In 1924, Margaret River had a bakery, fresh food shops, a post office and a hospital and Cowaramup were established.

Surfers and other tourists started making their way to the “pristine breaks and beaches” of Margaret River soon after this period. According to the Margaret River Historical Society (2015), “from the 1920s there had been occasional strange and unusual visitors to the Shire, or rather the surf beaches of the Shire. These young men carried long curving surfboards and stayed on the beaches or in their rickety cars to take advantage of whatever waves might be on offer”.

The opening of the Margaret River Hotel in 1936 gave the town a modern building to attract visitors and was probably the beginning of its tourism industry. In 1936, “a room at the Hotel (hot and cold running water in all rooms) cost twelve shillings or four guineas a week, which included a daily morning paper, early morning tea and toast and three very comprehensive meals” (MRHS 2015). As roads continued to be improved, the road between Vasse and Margaret River was sealed in 1950, improving access.

Prevally Caravan Park opened in 1953 as a family resort, marking “Augusta-Margaret River as a growing holiday and tourist destination” (mrdhs.com.au/shire/history/2016). Located very close to the beach, a modern Prevally Caravan Park still operates as a large resort that provides a mix of chalets, log cabins and cottages, as well as well-equipped and serviced caravan and camping sites.

The Augusta-Margaret River Tourist Bureau started in 1956 and the Augusta-Margaret River Shire Council formed in 1961. In the early 1960s, Margaret River was seen as suitable for commercial viticulture, as well as for farming and dairy farming. This first significant planting of vines and the beginning of the Vasse Felix winery paved the way for many more vineyards and wineries. Farming also continued to grow

and, in the 1970s, some alternative lifestyle groups and the Orange People moved into the area. Some became long-term residents. This was also a time when ‘sometime-surfer-visitors’ moved and settled in Margaret River. Tourist accommodation and visitor numbers multiplied. The strange and unusual visitors (MRHS 2015) opened “surf shops and (built) surfboards and (exported) them all round Australia and the world or produced art work or played music and did all those sorts of things and started growing a whole different way of living and surviving” (CSIRO/Shire Sustainable Futures/2009).

The surfers who settled in Margaret River had children and grandchildren. Ironically, they helped to raise awareness about the Margaret River area, with a number of them taking a keen interest in the development of the wine industry, in which visiting surfers often supported themselves. This went a long way toward helping the surfers enter the fabric of the community, notwithstanding it was becoming a very different type of community. “Languishing through the sixties and seventies, the area’s tourism potential, with scenic areas combining beach, surf, forest and the emerging wine industry slowly began the path to the vibrant and exciting area that now makes up the Shire of Augusta-Margaret River” (CSIRO/ Sustainable Futures/2009).

Between 1976 and 1986, the region’s population grew by 75% to 5330, as farming areas became vineyards, giving rise to rapid increases in visitor numbers and tourism accommodation. In 1985, the Leeuwin Estate winery hosted the London Philharmonic Orchestra for an inaugural outdoor concert. The Margaret River Thriller, the region’s first professional surfing competition, was held in 1985 and the population doubled from 1981 to 1996.

Margaret River’s industry profile changed throughout the 1990s and, by 2000, further growth and the increased commercialisation of the wine industry gave rise to a shift in vineyard ownership from family-owned operations to corporate businesses. Dairy farming was also deregulated, and regional dairy products became specialised, especially in cheeses and yoghurt. The Margaret River Wine Education Campus opened in 2004. The region has built an international reputation for fine wines that were equal to the world’s best. Prior to this, Margaret River was better known for its classic surf breaks and as a holiday destination for Western Australian families.

Table 8.1 provides an inventory of Margaret River’s tourism characteristics and visitation. The table also shows the local industries that contribute to Margaret River’s economy. Tourism data were obtained from Tourism Research Australia data and Local Government information found on the web. Margaret River has 295 tourism businesses, of which 42% are nano-businesses and 28% are micro-businesses. The remainder are SMEs, with 24% employing between five and 19 employees and 6% employing more than 20 employees.

Table 8.1 Margaret River’s tourism sector characteristics, visitation and local industry

Tourism products and services	Culture	Art Galleries	Cape Leeuwin	Augusta Historical		
	Sun and beach	Beaches	World-Class Surf	Fishing	Diving	
	Nature	Coastline	Caves	Forests	Lighthouses	
	Sports competition	Local	Regional	State	International	
	Corporate & social	Meetings	Incentives	Exhibitions	Conferences	
	Themed	Urban	History	Natural Attributes	Vineyards	
	Travel	Air transport	Ground transport	Land travel tours	Sea travel tours	
	Lodging and food	Accommodation	Restaurants & Cafes	Wineries	Breweries	
	<i>Source: Local Government/WALGA 2015</i>					
	Tourism events annual calendar	Cultural & Heritage	CinefestOZ Film	MR&D Agricultural	Chamber Orchestra	Antique Collectors
Commemoration		Anzac Day				
Celebration		Christmas Program	Skate Art Music	Shakespeare in Vines	British Auto Classic	
Sporting		MR Drug Aware Pro	Cape to Cape MTB	Iron Man Classic	Relay for Life	
Awards		Vasse Art	Wings for Life			
Festivals		Leeuwin Estate Concert	Emergence Creative	Augusta River Festival	MR Wine Festival	
Food and Beverage		Gourmet Escape Event	Local Produce Events	Gourmet & Literature		
<i>Source: Local Government/WALGA 2015</i>						
Visitation Statistics		International	Interstate/Intrastate	Day	Total	
	Visitors('000)	59.0	394.0	298.0	751.0	
	Visitor Nights ('000)	363.0	1,240.0		1,603.0	
	Average stay nights	6.0	3.0		4.0	
Metrics	Economic benefit (\$m)	30.0	212.0	40.0	282.0	
	Average spend/trip (\$)	503.0	539.0	129.0	375.0	
	Average spend/night (\$)	82.0	171.0		151.0	
	Output (\$m)	-	-	-		
	Number of jobs	-	-	-		
	Cost of jobs (\$m)	-	-	-		
<i>Source: Tourism in Local Government Areas 2014</i>						
Local industries	Dairy	Fishing	Timber	Viticulture	Agriculture	
	Cottage	Surfing	Timber Crafts	Artisan	Tourism	
<i>Source: Local Government/WALGA 2016</i>						

Visitor data are based on four-year averages from 2010 to 2014 and are categorised by source (international and domestic with the latter made up on both interstate and intrastate visitors). International visitors accounted for nearly 8% of visitors, while domestic visitors accounted for 53%. Day visitors accounted for the remaining 40%, with this segment including international and domestic visitors. International visitors accounted for 23% of total visitor nights, with the remaining 77% being interstate and

intrastate visitors. On average, international visitors spent 6 nights in town, while domestic visitors spent 3 nights in town

Tourism economic benefits come from a collection of tourism activities across retail sales, accommodation, restaurants, bars and cafes, cultural and recreational services sectors. Margaret River obtained a benefit of \$282m from tourism in 2014. International visitation generated \$30m and interstate and intrastate visitation generated \$212m. Day visitation generated \$40m. The tourism industry currently supports about 700 jobs.

As noted earlier, WA's tourism regions and economic regions do not have similar boundaries. The South West tourism region has five subregions (Margaret River, Geographe, Blackwood River Valley, Southern Forests and Great Southern subregions). Five, are in WA's South West economic region, while the Great Southern tourism subregion is in the Great Southern economic region. Thus, Margaret River is in Australia's South West (ASW) tourism region and in the South West Development Commission (SWDC) region.

The Shire of Augusta-Margaret River and the City of Busselton each have a local tourism association. Traditionally, each town has undertaken tourism destination marketing separately, but from "July 2016, the South West (had its) first local tourism association (that covered) more than one local government area. The Geographe Bay Tourism Association [City of Busselton] and the Shire of Augusta Margaret-River Tourism Association [Shire of Augusta-Margaret River] (became) one tourism association; the Margaret River Busselton Tourism Association and it will market the combined destination under one banner. It will be funded by membership; their local governments, and for some specific projects it will be funded by Tourism WA" (SWDCME, 2015).

Australia's South West economic region has five major industries (mining, retail, construction, tourism and agriculture) (SWDC Regional Blueprint 2014). The largest are mining and retail, which make up 64% of the region's economy, with mining marginally larger in terms of economic value. Tourism, which was valued at \$1,074m in 2012-2013, was next, making up 18% of the South West's economy (SWDC Blueprint 2014, p.22). The remaining 18% represents the combined value of the

agricultural and construction sectors. This mix illustrates tourism's importance to the region.

8.3 A review of tourism plans for Margaret River

A web-based search for published tourism plans for Margaret River and the South West Region of Western Australia found 22 documents dated between 2004 and 2016. State Government agencies prepared 17 of these documents, while Local Government and the local tourism association prepared the other documents. Unlike the other destinations in this study, some of the State level documents focused on Margaret River and, for this reason, are included here (other relevant State and regional tourism related documents are discussed in Appendix B and Appendix C).

Tourism Western Australia Pathways Forward: Strategic Plan 2003-2008 and Tourism Western Australia Strategic Plan 2005-2010, produced by the Western Australian Tourism Commission (Hansard, Assembly 12 June 2007 p2996b and 2997a), were archived and not accessible. However, discussion with TWA informants suggested it noted the impact tourism was having on Margaret River, prompting the Shire to work with the local community and the CSIRO to prepare for a more sustainable future.

8.3.1 The Shire of Augusta Margaret River (Local Government)

Two CSIRO studies in 2004 and 2005 found “non-permanent residents were an unknown with little information but nonetheless were diverse in their intentions, motivations and preferences” (Kelly & Hosking 2005, p. 9). The views of permanent and non-permanent residents (holidaymakers) were monitored to determine “a shared vision for the future of the region to emerge”.

The first CSIRO report (2004) described the workshops undertaken in Augusta, Margaret River and Cowaramup. Tourism was seen as the main driver of change, although more in Margaret River than in the other towns. It was considered “to be a high influence factor for the future of the three towns, with the community having medium control over its direction, and was viewed as having low uncertainty as it will continue to be a major industry” (p. 26).

The second CSIRO report (2005) noted the split between residential and non-residential populations (the latter having primary residences elsewhere). The phenomenon of second home ownership might also be tourism, as owners used their properties themselves, but some also rented their homes to other visitors. This allowed the number of visitors to grow from 350,000 to 880,000 between 1999 and 2003 (BTR National & International Visitor Survey 2003). However, some second homeowners intended to become full-time residents in time. The CSIRO found a deep commitment to the destination and suggested the ‘tourist’ community shared “a deep attachment to the town and its residential community” (p. 9). However, it also noted that the Shire was not listening to them and that “the survey was the only voice they had” (p. 9).

The Augusta-Margaret River Tourism Association (AMRTA) prepared a marketing plan. AMRTA began in 1957 as a not-for-profit and self-funded organisation to promote tourism. This local tourism association has been in existence for nearly 60 years and has more than 500 members, some operating outside Margaret River and Augusta. AMRTA manages the Caves attractions (Mammoth, Lake, Jewel and Moondyne) and the Cape Leeuwin Lighthouse, with profits invested back into these assets. AMRTA is also responsible for visitor servicing and manages the visitor centres in Margaret River and Augusta without contribution from local government. AMRTA has developed a brand (MargaretRiver.com) and has a CEO, five full-time employees and a number of part-time and casual staff working in these attractions and in the visitor centres.

8.3.2 The Augusta Margaret River Tourism Association (Local tourism organisation)

AMRTA’s strategic marketing document emphasised its non-tourism sector partnership engagement, noting interactions with State Government agencies, such as the South West Development Commission, the Margaret River Wine Association and the Southern Forests Food Council, in its tourism marketing initiatives. The plan identifies strategies and actions in intrastate, interstate markets and international markets. AMRTA was instrumental in launching the Margaret River Region 2014 Business Awards in collaboration with the Margaret River Chamber of Commerce.

The 2015 Shire Community Strategic Plan contained one reference to tourism in the President's message that mentioned the agreement between the Shire and the City of Dunsborough to create a tourism body to represent both regions and to "provide greater efficiencies in order to promote the Margaret River region with the possibilities for the combined regions unfolding rapidly" (p. 4). The Plan also noted "the local wine industry had experienced strong growth and the region was recognised as a leading producer of premium wines (p. 8)." The Shire noted that it "owned and managed three caravan and camping grounds" (p. 10) that were revenue-producing tourism assets.

The Shire's 2015 Local Tourism Planning Strategy examined the current and future tourism industry and noted tourism was the economy's key driver. The Strategy was designed "to provide a recommended course of action for tourism to 2026, subject to periodic review" (p. 8) and addressed several land-use planning issues and the protection of the environment and the natural amenity. The Strategy's sentiment echoed the CSIRO suggestion that residents had a strong attachment with the environment. While the Strategy examined "future demand scenarios" it also sought "an appropriate response to the AMR Council's regulatory role in the supply side of tourism" (p. 9).

The Shire's 2016 Local Profile included a small section about tourism that acknowledged the role it played in the local economy. It noted tourism "contributes to the character of the area" (p. 41). However, "the rate of dwelling vacancy (holiday homes/absent owners) was becoming a concern and Margaret River had a high rate of vacancy with as many as a third of dwellings (2089) vacant in 2011" (p. 49).

The Shire's Operational Plan and Budget 2016-2017 contained five goals that focused on the natural environment, communities, managing growth, ensuring a vibrant and diverse economy and governance. The Plan noted increased financial contributions to events "that increase visitor numbers and expenditure" (p. 7) and investments in tourism-related assets, such as several trails, a Cultural Centre and upgrades to the main street in Margaret River (p. 9). Expenditure on capital works for 2016-2017 was over \$20m, of which the Royalties for Regions program funded \$10m, with the remainder coming from other State Government grants. Interestingly, key

performance measures noted for tourism were “increased participation rates at icon events” (p. 8) and increasing “tourism numbers visiting the Shire” (p. 8).

8.4 Leximancer analysis: outputs and findings

There were five interviews. Margaret River participants were officers from the Shire (Local Government), the Margaret River Chamber of Commerce and Industry and AMRTA, which has more than 800 members. The remaining two interviews were with owner-managers. The first owner-manager was an entrepreneur involved in top-end wine and food operations, including vineyards and wineries, and the second was an hotelier who owned and managed a large, successful food, beverage and accommodation operation in the Margaret River Township.

Participants responded to a similar set of questions. The semi-structured interviews lasted approximately an hour. Three were face-to-face interviews and two were phone interviews. Data were collected between December 2015 and February 2016 and these were simultaneously transcribed and stored as separate files. Data files were processed for Leximancer analysis, following the procedures outlined in Chapter Three (Methodology) and imported into Leximancer as one project. The next section presents a description of the concept map and explores the relationships between the map’s concepts and themes.

8.4.1 The general landscape of the concept map

This section starts with an overview of the semantic map by looking at the themes that emerged in the analysis, particularly the connectivity and relationship of these themes. The section then looks at the name-like and word-like concepts that contributed to the formation of the themes. Figure 8.1 shows the seven heat-mapped spheres that represent the themes that emerged. Tourism emerged as the most significant theme (red amber), followed by People (amber) seen to the lower left of Tourism. Town (yellow green) was the next important theme. Collectively, these three themes suggested what participants considered as important to Margaret River tourism, as can be seen in their warmer colours. Further, the map shows the concepts that contributed to formation of these themes. These concepts formed a tight pattern, which suggested their close relationships

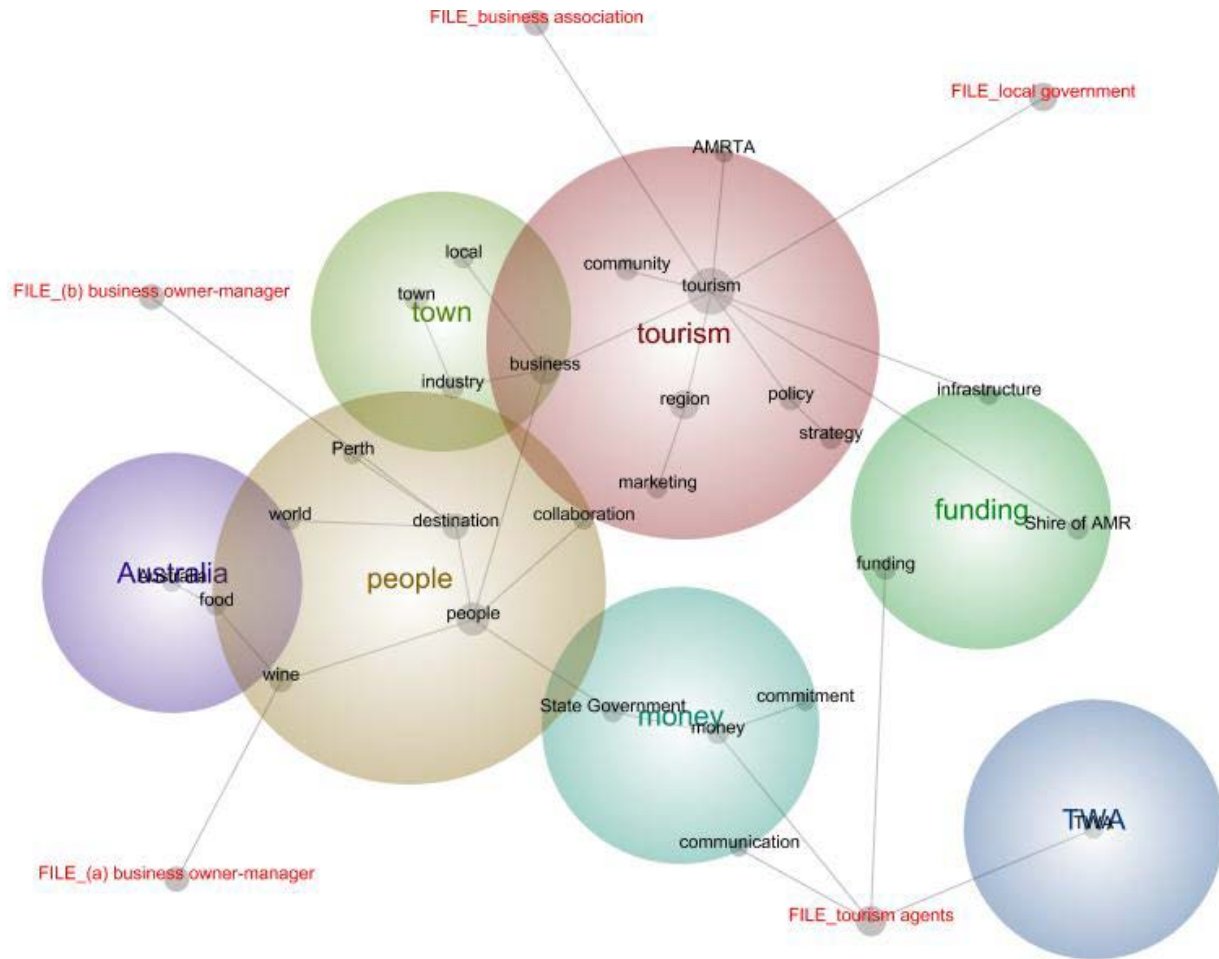


Figure 8.1: Semantic map of themes, concepts and categories (Margaret River)

The cooler themes (Funding (green), Money (blue green), TWA (blue) and Australia (purple)) were less important but did contribute to Margaret River tourism. The first three themes in this group appeared closer to tourism agents, with direct paths, or strong associations linking this category with the concepts within these themes. However, these concepts were detached from other concepts, suggesting relationships between these concepts were less important to the remaining categories.

The Margaret River data contained 695 context blocks of two sentences per block across the five participant data categories. The concept map contained six name-like concepts and 21 word-like concepts across the seven themes. Table 8.2 presents name-like concepts and themes. The name-like concepts were ranked in count order (i.e. the number of text segments containing the name-like concept) and Relevance (i.e. the frequency of the name-like concept relative to tourism, which was the most significant concept). The name-like concepts identified in the Margaret River case were the Shire of Augusta Margaret River (37/13%), Tourism WA (31/11%), and State Government (SGOV) (22/8%), Perth (18/6%), Australia (17/6%) and Augusta Margaret River Tourism Association (AMRTA) (10/4%). The Shire of Augusta-Margaret River (or AMR) represented the region's Local Government, and the Augusta-Margaret River Tourism Association represented Tourism Agents. The local tourism association was also in charge of the visitor information centre in Augusta, which is a smaller hamlet situated along the coast some distance from the Margaret River township.

Themes were ranked in order of connectivity, which is the summed co-occurrence of concepts found within the theme. In this instance, the summed co-occurrence of the eight concepts that made the Tourism theme was 1723, making Tourism the most significant of themes, while the summed co-occurrence of the concepts found in People was 997, or 58% of those found in the Tourism theme.

Table 8.2: Ranked name-like concepts and thematic summary (Margaret River)

Name-like Concepts	Count	Relevance
Shire of Augusta Margaret River	37	13%
Tourism WA	31	11%
State Government	22	8%
Perth	18	6%
Australia	17	6%
AMR Tourism Association	10	4%

Count: Frequency of text segments coded with name-like concept

Relevance: Frequency of name-like concept relative to the most frequent concept

Themes	Connectivity		Relevance
Tourism	1723	100%	Most significant
People	997	58%	
Town	328	19%	
Funding	207	12%	
Money	190	11%	
Tourism WA	61	4%	
Australia	50	3%	Least significant

Connectivity: Relative importance (summed co-occurrence of concepts) of theme to 100% theme

Relevance: Connectedness of concepts (strength) within the theme cluster

Source: Leximancer analysis output/2016

8.4.2 Analysis and results: themes, concepts and categories

As WA’s premier regional tourism destination, and a wine region well known nationally and internationally, tourism’s importance was undeniable. Local government described why tourism was so significant and what this meant to the community, which appeared as the concept closest to tourism in the semantic map (Figure 10.1).

“Tourism is one of three important economic drivers of our region. One is primary production and another is wine manufacturing and export. The high one is of course, tourism, as this provides the most jobs and generates most economic benefits to the community (GE).”

The Tourism (theme) focused on eight concepts. Ranked according to count and relevance, these were tourism (282/100%), business (91/32%), region (85/30%), community (32/11%), policy (32/11%), strategy (31/11%), marketing (19/7%) and AMRTA (10/4%).

Business and region were strongly related to tourism. Local Government noted Margaret River businesses “relied heavily on tourism” and that “retail businesses were

the mainstream”. The combined resident and non-resident population and visitor markets were critical to Margaret River businesses. Indeed, the proximity of business to the concepts of town, industry and local made up the theme Town, seen to the left of Tourism in Figure 10.1. This landscape suggested participants felt these concepts had dependent associations.

Participants also spoke of the difficulties and challenges for tourism in the winter months. Tourism destinations are usually seasonal, and some might say that this is what makes them tourism destinations. The local business association noted “tourism drops off a lot in the winter and it’s a big problem.” It said the resident population was not large enough to support the town and that some businesses closed during winter, as their owners travelled north to warmer climates for their holidays. Although visitation to Margaret River was year-round, the local tourism association noted that there is a perception that Margaret River is more of a summer destination and it is a challenge to turn that around.

“I think historically our members tell me that winter business has always been a struggle because the majority of our market comes from Perth and when Perth people are travelling, they don’t really want to come south; it’s cold and rainy (PC).”

This suggests some tourism business owners are not dependent on their business income and appreciate the resort lifestyle combined with business. Nevertheless, Margaret River attracts many with its appealing lifestyle. Some want to combine their passions for the surf and resort style living with business interests.

The local business association pointed out “there are a number of businesses that either fail or are for sale from time to time”. This suggests some owner-managers may have not been known much about of the businesses they entered or understood the limitations of regional tourism destinations.

“Some do not sufficiently understand the business of tourism and they make a mess of the business they get into; bad tourism creates a sick problem and we are better off not having it (DH).”

Participants regularly mentioned Margaret River when speaking about the town or the region, with region being used in two contexts (the Margaret River Wine Region (MRWR) and the Margaret River Tourist Region (MRTR)). At the time of this study, plans were under way for the Shire and the City of Busselton to combine their tourism associations. Participants suggested intra-regional competitiveness was evident and they hoped this amalgamation would eliminate tensions between tourism operators, whose businesses were located within the MRTR. Participants, and indeed other informants, especially noted the importance of marketing the region (MRTR) as one destination. The direct path and proximity of the marketing and collaboration concepts in Figure 10.1 supported this concept association. It was also evident that participants were hopeful of improving collaboration among tourism operators and the community and TWA to better support the marketing of the destination internationally.

Participants felt the community was generous in its support of tourism. The local government believed the community showed its appreciation of tourism, by “volunteering services during major events and attractions.”

“Tourism raised the standard of living for people and raised the social aspect that created community well-being and a sense of place and a sense of belonging and pride in the community (GE).”

In support of the Margaret River community, the local business association said that community fuelled a sense of togetherness when new residents move in the locality.

“People come to live here and feel proud; this is created by community members who together work passionately and proud of what they do (PG).”

However, as was found in the other regional destinations, participants understood some in the community did not enjoy having tourists and visitors around them.

“The residential community whinges in the summer months; there’s gridlock in the main street; illegal camping during grape-picking and harvesting (GE).”

“Tourism matters as far as convenience goes for the residential community. Local surfers have the place to themselves and then when there are many visitors, they have to share the space and come in to complain (PG).”

Participants felt policy was important, although they used policy and strategy interchangeably, as can be seen in the closeness of the two concepts in Figure 10.1. While some referred to the State Government's Tourism Strategy (discussed in Appendix B), they did not have any specific knowledge of its content, but felt it showed Margaret River's importance to the State Government.

"I guess tourism in Western Australia captures broad interests like everybody has something to say, but I do not know what the policy for tourism is. I think there is a strategy, but I admit I do not have any idea what the tourism strategy is or does for us here in Margaret River (RG)."

"I work with Local Government when applying for grants. As someone looking in from my position, I would say there is very little [policy] planning for tourism by Local Government (PC)."

Some participants viewed policy development as a measure of assurance that Margaret River would continue to benefit from the attention the destination received from the State Government by way of grants, special funding and international marketing by TWA. Not surprisingly, AMRTA had a direct path to tourism. Of particular note was AMRTA's proximity to the business association category and the local government category, indicating relationships existed. AMRTA's closest concept was community, perhaps because the "owners of tourism business represented a significant portion of the community" (CCIPG). In addition, AMRTA was the major tourism-servicing provider in Margaret River. Participants suggested the importance of their local tourism association and the benefits it brought to them.

"We engage and we get involved with our local tourism association and we have been members for 12 years now since we arrived here. I do not see a lot from our Local Government for tourism; I mean the banner belongs to our local tourism association (RG)."

"AMRTA is a great team of people who work very hard and love what they do. They are upbeat and come up with many ideas and they feed off each other; there is a good feeling of leadership in this; however, it rarely has an opportunity for input to policy or strategy with Local Government and State Government (PC)."

The People theme, which was second to Tourism, focused on seven concepts (people (127/45%), destination (69/25%), wine (51/18%), world (22/8%), food (15/5%), Perth (18/6%) and collaboration (12/4%)). Participants used the word-like concept people generically when talking about tourism stakeholders and spoke about how the destination attracted people to the natural environment in the early 1900s (The Caves). This natural attraction started the tourism industry, which expanded in the 1950s due to surfing and in the 1960s due to viticulture. Participants were excited about their destination's history and spoke positively of its attributes. They were enthusiastic and considered themselves fortunate to be there.

“What you get here when you start looking around you realise how precious and unspoilt is the natural environment; how unique it is and the biodiversity one can see whether it's on land or on the coast or in the water (DH).”

“It is just extraordinarily beautiful, and it is just very serendipitous that it happens to be one of the great places in the world to produce great quality wines. It is one of the most exciting places for world class surfing. Those things together are extraordinarily unique, and I cannot think of any other place that combines these (RG).”

Anecdotal evidence collected during the interview period with anonymous contributors supported what the owner-managers said. The premier and world-renowned vineyards and the wines produced in the region uplifted these contributors. The concept's size revealed wine was more important to participants than food. However, because of wine, food became desirable, attracting notable restaurateurs to Margaret River.

Within the theme, People, the semantic map (Figure 10.1) showed the concepts, Perth, industry and world in proximity. Perth and world presented as concepts strongly associated with destination (in the People theme). An examination of the Perth concept suggested participants used this concept when speaking about the destination's dependency on intra-state visitors and the need to promote the destination internationally. They considered this as critical to their business performance. Not surprisingly, the business owner-managers had interests in hospitality operations.

“People who tell us they have had a fantastic time and say they want to come back again. This must have an impact when they say this is a marvellous place, so to me we need to get international exposure and very appropriate and targeted international exposure (DH).”

“We just focus on our mission to deliver the best hospitality that we can deliver. In our niche and market, and in one of the world’s best destinations, we do as best we can to deliver and live up to our promise to being quality focused and being generous to people (RG).”

Further examination of the name-like concept, Perth, found reference to the governance and administration of Margaret River’s tourism and hospitality sector. Some expressed annoyance about the increased costs in dealing with statutory and regulatory authorities in Perth-based Government agencies and the frequent repetition of these processes at a regional and local level. They felt Perth-based organisations did not understand the needs and challenges of businesses in regional tourism destinations. One business-owner described what he went through to obtain permission to operate his business to meet visitors’ expectations.

“We have met with the Liquor Enforcement Unit of the Western Australian Police in their Perth office to discuss our proposition and to take up our concerns and how best to deal with them. We are currently in the process of trying to meet with the South West Liquor Enforcement Unit to have the same conversation, and ultimately the Margaret River Police Department to have again the same conversation (RG).”

The local tourism association also believed Perth-based government and non-government organisations did not understand the needs and challenges of tourism operators in Margaret River.

“I have a special interest in raising Margaret River issues, but never has the Tourism Council of WA, the Ministry of Regional Development and TWA asked us about what we know about tourism in our region (PC).”

The concepts, collaboration, marketing and destination appeared as a close cluster on the semantic map. This suggests a close relationship of concepts and there was evidence of collaborative efforts between the wine industry and Tourism Australia in

developing and promoting Wine Tourism internationally. The local business association funded start-up projects and sought State Government funding or grants to complete such projects. For example, it “got involved in starting the mountain-biking and the Margaret River Regional Studios and Art event.”

“I mean, operators also get involved in the marketing of the event. Then, the true essence of collaboration is sharing and working together on outcomes and not simply advertising and promoting something; there is evidence of that, and we as CCI assist whenever and wherever it can (PG).”

A business-owner noted:

“I think that there are some good efforts put in by a lot of people and business, but there is a lot more opportunity for gains to be made from better collaboration. It is literally of the small man small town mentality that people feel like they are competing with each other, but I feel sometimes that Margaret River is growing out of that. When I arrived, it was really, very poor (RG).”

The wine and food concepts found in People theme reflected the strong associations participants expressed about Margaret River’s tourism offerings. As noted earlier, participants who owned and managed hospitality business were proud of their products and felt these offerings were a major attractor for visitors to Australia, explaining why the food concept connected directly to the name-like concept Australia (also a theme).

The third important theme was Town, which contained three concepts (town (44/16%), industry (36/16%) and local (25/9%)). The map showed a strong association between town and industry, suggesting how retail business united because of tourism in spite of some of these businesses being only indirect suppliers of tourism products and services. Local Government was supportive of the local contribution to tourism and suggested the concept of being local was very important to businesses. It also suggested Margaret River would be unable to host big tourism events without the community’s involvement, likening them to village feasts. Participants felt this community culture developed with the early settlers who came to surf but stayed on, raised families and started businesses. Community collaboration was still very important, as were the events staged in the region.

“Events helped resurrect the local and interstate tourism after the decline of tourism here linked to the high Australian Dollar and strong overseas travel by Australians. Many people volunteer for events here and this is a significant amount of voluntary contribution. People from the town that are not directly involved in the tourism industry collaborate and are helping to do a range of voluntary functions which service the tourism sector (GE).”

The Funding (theme) contained three concepts (funding (30/11%), Shire of Augusta Margaret River (37/13%) (Local Government) and infrastructure (15/5%)). The semantic map showed Funding close to the concepts, strategy and policy within the theme Tourism. The strong association of these two concepts to the tourism concept suggests participants considered policy and strategy important to tourism. Their proximity to Funding (theme) suggests associations between funding, infrastructure and the Shire of Augusta Margaret River concepts. Clearly, participants recognised the role funding played in tourism development.

Participants used funding when speaking about State Government tourism funding and Grants. They talked of the Royalties-for-Regions program, which the South West Development Commission administered. They saw this as important to their tourism business and they talked of “the implementation of some major, iconic events; the International Surf Competition, the Drug Aware Pro Margaret River which was a prime tour event for the World Surfing League, and another iconic event is the Gourmet Escape” as outcomes of these funding programs and grants. Recognised that infrastructure renewal was important to growing tourism. Indeed, the Shire noted “a need to review tourism infrastructure constantly” because of its high use and the need for “having on-going plans for tourism besides its prioritized asset management projects. However, it was not its highest priority.

“Tourism, from a strategic and economic development perspective, is something we have a facilitation over. We fund tourism after we fund our core business needs. The highest priority for funding is not tourism (GE).”

Some participants and other informants suggested the Shire should play a greater role in developing tourism in Margaret River.

“I think our Local Government struggles a lot with the direction of where Margaret River is heading in tourism and commercial development (RG).”

“One participant suggested better co-ordination between Local Government and our local industry to develop more strategic plans for our region is needed (RG).”

While another commented:

“It was great that we received funding down here because we upgraded to a world-class destination, but I think that there are further things along those lines that can be done here in Margaret River to promote the region (PC).”

The theme Money focused on four concepts (money (34/12%), State Government (22/8%), commitment (2/1%) and communication (2/1%)). Participants used the word money to mean financial resources for all forms of tourism investment, whether coming from the State Government or private sources (e.g. new businesses). Some were apprehensive about funding continuity, as State Government funding was not guaranteed year-on-year. They were afraid the State Government, and indeed, TWA, might allocate funds to other regions, which would impact negatively on Margaret River. The local tourism association felt this caused tensions among business operators and, indeed, among the local wineries. It also felt this limited the region’s attractiveness to investors who wanted to develop businesses.

“Investors need to know what State Government policy will be and need assurance for long-term commitment and longevity of funding so that they can go on to develop their own private business and create jobs for people; it’s not happening now and I don’t know it ever will (PC).”

“Now, whether the State Government is going to keep Gourmet Escape here, and I do hope they do, because I think that such things need to become anchored in people’s minds, but this is something that is worthwhile and each year we have seen a build-up of people coming to Margaret River (DH).”

AMRTA operated and managed the major tourism assets in the region and it felt financial surpluses were consistent, enabling it to operate, maintain and improve the quality of its assets. AMRTA was able to access tourism grants for some projects.

“We provide a strong business case and provide audited figures when seeking grant money, and we have been successful in obtaining grant funding to make further investments in tourism assets. For example, we are presently working with the South West Development Commission for the redevelopment of Cape Naturaliste Lighthouse, which is a \$2.5 million grant; we are putting in \$500,000 and SWDC puts in \$2 million (PC).”

8.4.3 Perceptions of concept importance to participant categories

Table 8.3 shows Prominence scores for the top five concepts found in each category of data. There was no commonality of a top concept shared by the categories. Two categories of data shared eight concepts, and nine concepts belonged in one category.

Table 8.3: The top five ranked concepts by prominence for categories (Margaret River)

Local Government concept (prominence)	Business Association concept (prominence)	Tourism Agents concept (prominence)	Owner-manager (A) concept (prominence)	Owner-manager (B) concept (prominence)
infrastructure (2.1)	marketing (2.4)	money (2.2)	wine (3.5)	food (3.4)
community (1.5)	town (2.3)	funding (2.0)	people (1.7)	world (2.6)
tourism (1.4)	business (1.8)	marketing (2.0)	world (1.6)	industry (2.3)
region (1.3)	policy (1.4)	policy (1.5)	town (1.2)	destination (1.9)
strategy (1.2)	community (1.4)	strategy (1.4)	destination (1.0)	business (1.3)

The prominence score is the measure of Relative Frequency (%) and Strength (%) of the most prominent concept in the category. A prominence score greater than 1.0 indicates that co-occurrence happens more often than by chance. (concepts are not independent)

Concepts shared by two data categories were community, town and business, marketing, policy and strategy, destination and world. Concepts found in a single category were infrastructure, tourism and region, money, funding and wine, and food, people and industry. As noted in earlier chapters, concept prominence is relative within a category and is not relatable to other categories.

Local Government’s focus was on infrastructure. Concept prominence ranged between 2.1 and 1.2, which suggested the concepts had some importance to the category. It considered infrastructure as most important to tourism and community and the tourism (sector) followed this. It also considered the region’s significance to WA’s tourism industry. Local Government saw itself as performing a strategic role in facilitating tourism for the economic development (business) of Margaret River.

The Business Association category gave greatest attention to marketing, with concept prominence ranged between 2.4 and 1.4. Such participants felt Margaret River tourism

would benefit from adopting digital marketing strategies. They suggested by Local Government and businesses should use technology to improve the destination's and the region's tourism outcomes. They also spoke of visitor concerns about the main street, the lack of a tourist-town environment and the town's "Mark-Up River" reputation, which suggested tourism business should be cautious about pricing policies.

The Tourism Agents category included participants and informants from the local tourism association and the Margaret River Visitor Information Centre. They focused on money, funding and marketing, followed by policy and strategy for the development of tourism in Margaret River. Concept prominence, which ranged between 2.2 and 1.4, suggested a notable co-occurrence (and sentiment) of these concepts. These participants' concerns centred on money (investment) and funding (purpose and application), as they caused tensions within Margaret River's tourism sector. They called on State and Local Governments to ensure continuity of financial support from TWA and the Southwest Regional Development Commission by creating policy and strategy for the future funding of events and tourism infrastructure, so private businesses would continue to invest. They also noted a need for the appropriate financial investment in marketing Margaret River internationally and in other States.

Two business owner-managers participated (Owner-manager (A) and Owner-manager (B)). Not surprisingly, Owner-Manager (A) strongly focused on wine and people and world followed this, while Owner-manager (B) focused strongly on food followed by world and industry. In both cases, concept prominence for the most important concept were high (3.5 and 3.4 respectively), suggesting the owner-managers felt the primary purpose of their individual businesses were most important to Margaret River's tourism. They also felt a focus on world was essential. The Tourism Agents who were concerned about the promotion of Margaret River internationally also had a world focus.

Town, destination and business were extent shared concepts within these two categories. However, for Owner-manager (A), destination appeared to be less important, as he had a focus on vineyards, wine production and international wine

exports, while, for Owner-manager (B), destination was more important because of the location of his business and the branding of local food produce. Both felt international markets were the answer to Margaret River's tourism growth.

Overall, 17 concepts were identified across the five participant categories. Eight concepts were common to two categories and the remaining nine belonged to a single category. The most prominent concept (tourism) appeared only in Local Government. However, business, destination, town, policy, community, strategy, world and marketing were shared between two categories, suggesting these concepts were important to Margaret River's tourism.

8.5 The research questions

RQ1: How do participants feel the processes of planning, managing and measuring tourism contributes to formulating and implementing tourism destination policy?

Participants felt tourism destination marketing was making a significant contribution and that managing and measuring tourism performance was very important, especially for Local Government. Participants felt Local Government needed to understand the challenges operators faced. However, in spite of its importance, Local Government did not have formal processes, as it felt that its role was to facilitate tourism rather than to plan, manage, measure or contribute financially to tourism. Further, it did not rank tourism as an investment priority, even though it acknowledged tourism was critically important to Margaret River.

Participants believed strongly in their local tourism association (LTA) and felt Margaret River would not be successful without it. The LTA felt its relationship with the Regional Development Commission was critical to the success of some of its major projects. However, such participants did not feel TWA and Australia's South West (RTO) connected with it. Most suggested the community supported tourism and, because of this, acknowledged tourism's importance to the town, even though tourism inconvenienced the residential community, especially in the tourist season. They felt community volunteering in major events was critical and this contributed to success.

It also feared changes to TWA's funding of events and State Government funding of tourism infrastructure would negatively affect the destination.

RQ2: How do participants feel about using tourism policy to create a positive tourism environment?

Participants felt policies (and strategy) that protected the environment, improved infrastructure and improved regulations would allow tourism businesses to better cater to the tourist market and create a more positive tourism environment. Business owner-managers, tourism agents and the business association felt this would increase visitor numbers and encourage the industry to renew and redevelop its facilities and amenities. They also felt the local community understood the benefits of tourism. However, they also noted tensions emerged when inexperienced people attempted to operate tourism businesses that often failed, as this caused a great deal of concern not only on visitors, but also those in the community whose livelihoods were dependent on tourism activity.

RQ3: Do participants feel tourism supply planning impacts policy and strategy?

Participants felt supply planning helped tourism and, therefore, they felt policy and strategy should be designed to increase tourism supply, as this would increase the consumption of tourism products. They noted owner-managers who had started businesses that provided goods and services to the surfing community had contributed immensely to Margaret River developing into a tourism destination. They also suggested the provision of holiday accommodations attracted visitors and tourists, as did the development of a premium grape growing and wine production region in the late 1960s. This generated continued interest from which a food and wine tourism industry evolved.

Local Government felt the State Government's decision (policy and strategy) to invest in major iconic events around food, wine and surf in Margaret River 'resurrected tourism' and triggered private tourism investment. The State Government also supported infrastructure, developed the Busselton Airport, meetings and conference

facilities in Margaret River. Consequently, participants felt supply planning had positively impacted on tourism in their destination.

RQ4: How do participants feel tourism policy impacts on collaboration among tourism players in their destination?

Participants felt tourism players collaborated in marketing activities that were coordinated and sponsored by their local tourism association, as well as during annual events sponsored by TWA. However, some felt there was not the same level of collaboration when efforts to develop local strategies to attract more visitors during the low season (i.e. the winter months). It was suggested the playing field alters dramatically in the low season, with some businesses not operating during the winter. Further, while Local Government was interested in tourism, it did not encourage collaboration in schemes that might enable businesses to operate during the low season.

Participants noted the positive impacts the local tourism association had on collaboration among key players. They felt that it actively engaged with industry in the town and across the Margaret River region to counteract seasonality factors, but they did not feel Local Government really support industry efforts and this tension in the local industry.

RQ5: How do participants feel having tourism policy affects conflicts of interest in their destination?

Participants felt a tourism policy (and strategy) would benefit the destination and might reduce potential conflicts of interest. Business owner-managers, the local business association and the local tourism association felt Local and State Government policies often conflicted, making the process of obtaining permits lengthy and difficult. They felt there were differences between local and State laws and suggested such laws should support tourism.

The also felt having a tourism policy in their destination might positively affect relationships and communication between local, regional and State tourism organisations. The local tourism association and the business owner-managers felt

they were unable to provide information to the community or visitors to the Margaret River Visitor Information Centre about State (TWA)-managed annual iconic events, as such information was not available. Similarly, the local tourism association noted it did not receive information about infrastructure development from Local Government or State Government agencies.

RQ6: How did participants feel about tourism policy when this could help them become a better tourism destination?

Participants felt good tourism policy (and strategy) would support the local tourism association's efforts. They felt Margaret River should have a policy (and strategy) that met Margaret River's needs as WA's most popular destination and that this was a State Government responsibility. Such a policy should differentiate Margaret River from other destinations.

They further felt Margaret River relied on the State Government (and its agencies) to make it a better tourism destination and they described infrastructure projects (e.g. the Busselton Airport) that provided better access to Margaret River as important to their destination, as they improved interstate and international visitors' access. Participants also felt the State Government was important to improving the destination, noting iconic events had raised the destination's profile following a period of decline. Such policies stimulated private investment, attracting developers and accommodation providers. Some felt a policy would help ensure the continuity of these "much-needed" iconic events.

RQ7: What sorts of tourism features do participants feel are important to bring tourism success in their destination?

Margaret River was WA's premier regional holiday destination, but challenges were mentioned, especially minimising seasonality's impact to ensure the sector's sustainability. Several factors were considered important to tourism success. Interestingly, Local Government felt infrastructure was most important and suggested community support for tourism followed from this, especially as tourism had outgrown the Margaret River Township.

The business association shared this concern, but also felt marketing was important and that the development of the town's centre as a tourist friendly environment without major traffic was crucial. Tourism agents felt investment and funding in infrastructure and marketing were important ways to ensure continuity. Most felt there was a need for a strategy that focused on the destination's requirements rather than on the State Government's requirements. Owner-managers particularly felt industry collaboration and sustainable business conditions were important, noting the need to focus on Margaret River's food and wine offerings, collaboration within the industry and international visitors.

8.6 Conclusion

The Margaret River case was the last in this study. Margaret River is a river, town and region that is well known and has iconic tourism value. It continues to have success, as it has developed into one of Australia's best-known regions for quality wines and attracts international surfing competitions and food and wine events. While tourism has been important for many years, background data suggests it is in the redevelopment stage of its tourism lifecycle.

Appendix 8.1: Margaret River tourism documents

1. 2004 CSIRO Augusta-Margaret River *Sustainable Future Community Workshops Report*
2. 2005 CSIRO Augusta-Margaret River *Sustainable Future Project: Modelling possible futures and scenarios*
3. 2005 CSIRO Augusta-Margaret River Case Study - *Sustainability in Sea Change Communities*
4. 2005 Sustainable Tourism Cooperative Research Centre, *Regional Tourism Modelling the Southwest Tapestry*
5. 2007-2017 TWA Australia's South West *Destination Development Strategy*
6. 2010 Sustainable Tourism Cooperative Research Centre, *Regional Tourism Destinations*
7. 2010-2015 TWA Australia's South West *Tourism Development Priorities*

8. 2012 Western Australian Planning Commission, *Forecast profile for Augusta-Margaret River Shire Local Government Area (S) 2006 to 2026*
9. 2013 South West Development Commission, *Great South West Edge National Landscape Report*
10. 2013 South West Development Commission, *Regional Branding Consultants Brief*
11. 2013 South West Development Commission *Warren Blackwood Alliance of Councils Action Plan*
12. 2013-2018 South West Development Commission, *Tourism Futures South West*
13. 2014 Department of Regional Development, *South West - A region in profile*
14. 2014 South West Development Commission, *South West Regional Blueprint*
15. 2014 South West Development Commission-Regional Development Australia South West *Request to Tender for Bunbury Wellington Tourism Strategy*
16. 2014 South West Development Commission, *Regional Tourism Association Models*
17. 2014-2015 Augusta-Margaret River Tourism Association, *Destination Marketing Plan & Strategy*
18. 2015 (Reviewed) Shire of Augusta-Margaret River, *Community Strategic Plan 2033*
19. 2015 Shire of Augusta-Margaret River, *Local Tourism Planning Strategy*
20. 2015 South West Development Commission, *Bunbury Wellington & Boyup Brook Regional Action Plan & Regional Marketing Plan 2015-2019*
21. 2016 Shire of Augusta-Margaret River, *Local Profile*
22. 2016-2017 Shire of Augusta-Margaret River, *Operational Plan & Budget*

Chapter Nine

The Cross-Case Analysis

9.1 Introduction

Chapters 4 to 8 discussed the five destination cases. As was noted in Chapter 3, the interview data from these destinations were also analysed together as a cross-case analysis, which is discussed here, enabling a triangulation of the case results. The data from the five destinations were analysed from two perspectives and these are presented in turn. The first took a destination perspective, while the second took a participant group perspective.

9.2 The approach to the cross-case analysis

As was noted in Chapter 3, the cross-case analysis was designed to answer two research questions. The first (RQ8) asked about each destination's perceptions, while the second (RQ9) asked about the participant groups' perceptions. That is:

RQ8: What did each tourism destination feel was most important to them to accomplish tourism success and what was their sentiment about those features they considered important?

RQ9: What did each participant group feel was most important to them to accomplish tourism success and what was their sentiment about those features they considered important?

Table 9.1 shows how the data from the 25 interviews were used in the Leximancer-based cross case analysis. The Destinations' project contained folders for each destination, while the Participant Groups' project contained folders for each participant group. The Destinations' project folder had five categories (Broome, Geraldton, Albany, Denmark and Margaret River), while the Participant Groups' project folder had four categories (Tourism Business Owners, Local Government Authorities, Local Business Associations and Local Agents of Tourism).

Table 9.1: Destination and Participant Groups

Destinations Interviewees	Participant Groups Interviewees
Broome (5)	Tourism Business Owners (10)
Geraldton (5)	Local Government Authorities (5)
Albany (5)	Local Business Associations (5)
Denmark (5)	Local Agents of Tourism (5)
Margaret River (5)	

The Destinations project analysed the collective views of the interviewees from a destination perspective. In this case, all name-like and word-like concepts were relative to all destination categories. However, concepts that were more relevant, and indeed more important to a destination, were recognised by each concept's proximity to that destination category. In the same way, the Participant Groups project analysed the interviewees' views from the perspective of the participant groups included in this study. Here, concepts that were more relevant to a participant group appeared closer to that category. This approach enabled a comparative analysis of the concepts from a destination's perspective and from the participant groups' perspectives.

9.3 The procedure used to analyse the cross-case data

Dialogue tags (for the interview data) were activated in the Generate Concept Seeds tab in the Project Control screen to obtain a 'raw' concept map. This led to 53 concepts, from which 12 themes (clusters of concepts) emerged. Of the 53 concepts, 9 were name-like concepts and 42 were word-like concepts. The concept map was examined to obtain an overview of the word associations of the name-like and word-like concepts. The theme name for each of the clusters is the same as the major concept within the cluster and this can be name-like or word-like. Concepts appeared as grey circles, or nodes, each labelled with the name of the concept. The size of a node is determined by its strength.

Leximancer's Concepts tab enabled an examination and evaluation of the text data in terms of the research questions. The text segments that contributed to the formation of a concept were analysed to obtain a meaning for each concept. To prepare a focused and customised analysis, word-like concepts having a similar meaning were merged

and word-like concepts not contributing to this research were removed using the Concept Seed editor, as was explained in Chapter 3.

The name-like concepts identified included Local Government, Tourism WA, State Government, Perth and Western Australia. Further, while the destinations' names emerged as name-like concepts, they were removed for two reasons. First, participants used destination names frequently and, consequently, destinations emerged as themes or concepts, preventing the emergence of other important concepts. Second, the destination names appeared as categories in the Destinations Project and, thus, it was still possible to associate or relate concepts to destinations.

With this stage completed, a table of ranked name-like and word-like concepts with Count and Relevance scores was developed and these can be seen in Table 9.2. To help the analysis process, the meaning and description of each concept was identified from text segments and these are shown in Table 9.3. The next step required the assembling of the interviewee data file into folders. The Destinations Project had five folders, each of which contained interviews from the relevant destination. At this stage, the Sentiment Lens toggle in the Concept Seed Editor was used to identify positive and negative sentiments in the data. The sentiment analysis provided an indication of the probability a concept was mentioned in a favourable or unfavourable context (Zaitseva, Milsom & Stewart 2013).

The Participant Groups' Project had four folders, each of which contained the interviews from the same participant group. As for the Destinations' Project, the Sentiment Lens toggle was used to identify positive and negative sentiments in these data. Leximancer's insight-dashboard counts of text segments and relational data were also used to support the findings and interpretations obtained from the cross-case maps. The Counts and Relational data for the Destination Project and the Participant Group Project were identical, supporting the analysis.

9.4 The concept maps

To ensure consistency in the identification of concepts, the two projects were run several times to confirm the repeatability and consistency of emergent themes. Each project's map was re-run repeatedly until a stabilised map was produced (i.e. there

was a consistent pattern in the rankings of the most significant themes (hottest themes)). To obtain an appropriate map for this analysis, the themes and their corresponding connectivity scores were used to compute Mahalanobis distances for each map. The maps with the lowest Mahalanobis distances (i.e. the most typical map) were used in the subsequent discussion.

9.5 An interpretation of the concept maps

The concept maps were interpreted following the procedures that were used in each of the case destinations. The analysis was based on the conceptual structure of the text using a relational process based on the number of context blocks. Relational measures provide a better sense of relationships that might otherwise be difficult to interpret visually. The Destination Project and the Participant Group Project contained identical concept and relational measures data, although, as noted earlier, these data were in different folders in each Project. As mentioned earlier, Table 9.2 contained the ranked list of name-like and word-like concepts obtained from the Destination Project data and the Participant Group Project data. In Table 9.2, Count is the number of text segments in which the name-like concepts or the word-like concept appeared, while Relevance is the frequency of text segments coded with the name-like concept or word-like concept relative to the 100% concept. The cross-case analysis resulted in two maps (one from a destination perspective and one from a participant group perspective).

Table 9.2: Ranked name-like and word-like concepts showing count and relevance scores for the destinations and participant groups

Concepts	Count	Relevance
name-like concepts		
<i>Local Government</i>	204	13%
<i>Tourism WA</i>	189	12%
<i>State Government</i>	144	9%
<i>Perth</i>	91	6%
<i>Western Australia</i>	71	5%
word-like concepts		
tourism	1571	100%
people	562	36%
business	351	22%
things	327	21%
work	290	18%
region	285	18%
industry	256	16%
time	223	14%
destination	177	11%
town	177	11%
policy	167	11%
marketing	162	10%
visitors	157	10%
community	155	10%
strategy	155	10%
money	154	10%
development	149	9%
place	116	7%
year	114	7%
operators	112	7%
market	111	7%
accommodation	104	7%
local	99	6%
visitor-centre	97	6%
important	94	6%
involved	82	5%
product	80	5%
infrastructure	76	5%
needs	73	5%
opportunity	70	4%
stuff	65	4%
First project: Tourism destinations		
<i>Broome</i>	700	45%
<i>Geraldton</i>	665	42%
<i>Albany</i>	625	40%
<i>Denmark</i>	604	38%
<i>Margaret River</i>	589	37%
Second project: Participants groups		
business owners	1211	77%
local government	676	43%
business associations	676	43%
agents of tourism	620	39%

Count is the frequency of text segments coded with *name-like* or *word-like* concept

Relevance is the frequency of *name-like* or *word-like* concept to *the most frequent concept*

9.5.1 Name-like and word-like concepts: meaning and description

Table 9.3 shows the concepts' meaning and explanation. As mentioned throughout the earlier phases of this study, concepts were examined, and the meaning of each concept extracted from the text data to determine its relevance and usefulness in addressing the study's research questions.

Table 9.3: Ranked name-like and word-like concepts meaning and description for the destinations and the participant groups

Concepts	Concept meaning and description
Name-like concepts	
Local Government	The Local Government Authority for the tourism destination
Tourism WA	The State Government agency for tourism
State Government	State Government and/or government agencies other than tourism
Perth	Metropolitan region of WA often used to identify tourism market source
Western Australia	Matters and/or tasks relevant to the State of Western Australia
Word-like concepts	
tourism	Concept of people travelling to a place for leisure and business, and relying on tourism services
people	Residential and business communities, industry, operators, visitors and any stakeholders
business	Largely to mean tourism business but may also apply to other business in the destination
things	Opportunities to enhance the tourism experience, i.e. product/service/amenity
work	Cooperation and collaboration amongst tourism stakeholders
region	The geographical area in which the tourism destination is located
industry	Direct and indirect players in the tourism sector in a destination
time	The experience and duration of staying in a particular place
destination	The place the visitor goes to for leisure, amusement, relaxation or adventure
town	A central focal point for tourism business and service activity in the destination
policy	Written and unwritten guidelines for developing tourism
marketing	Actions for developing, promoting and selling a tourism destination to attract and grow visitation
visitors	Attributed mostly to travellers going to a destination primarily for leisure and holiday-making
community	Residential, business and temporary dwellers in a tourism destination
strategy	The documented plan for (1) destination tourism, and/or (2) state tourism
money	Term used to refer to (1) financial resources, and (2) tourism spending in destinations
development	The improvement or introduction of tourism infrastructure and services in the destination
place	Term used for town or region (tourism destination) often associated with a sense of place/appeal
year	Term used to refer to seasonality impacts and the timeliness of events/activities in the destination
operators	Describes operating businesses providing tourism goods and services (products) to tourists/visitors
market	Visitation characteristics of tourism segments
accommodation	Quality of lodging that meets the requirements of various segments of the visitor market
local	Location source of goods and services, or otherwise connected with destination; e.g. community
visitor-centre	A location where tourists, visitors and possibly locals frequent to obtain tourism-related information
important	Term used to describe priority and significance enabling a change/growth of tourism
involved	The membership and participation of individuals, institutions and government in tourism
product	Offerings of goods and services relating directly and indirectly to the function of tourism
infrastructure	Usually attributed to betterment of facilities and amenities that enhance the tourism experience
needs	Tasks, activities and goods perceived to be critical to the offering of tourism
opportunity	Circumstances that heighten the development and appeal of tourism in the destination
stuff	Matters pertaining to actions/non-actions that either support or not support tourism
First Project: The tourism destination	
Broome	Perceived successful exotic tourism destination located in Australia's North West
Geraldton	Aspiring tourism destination located on the Coral Coast in WA's Mid-West
Albany	Emerging tourism destination located in WA's Great Southern (Lower)
Denmark	Emerging tourism destination located in WA's Great Southern (Lower)
Margaret River	Most popular and perceived successful tourism destination and wine region in WA's South West
Second Project: The participant groups	
Tourism Business Owners	Owners of business supplying direct and indirect tourism products and services in a destination
Local Government Authorities	Local Government Authority in a municipality (Regional City/Shire) that includes the destination
Local Business Associations	Incorporated body of business owners in a tourism destination
Local Agents of Tourism	Suppliers of tourism services in a tourism destination

This table was essential, as the interviewees used similar ‘words’ to describe different situations (e.g. things, stuff, local, needs) when they described various aspects of tourism. Name-like and word-like concepts were unaltered to reflect a more precise meaning in the first instance, and to enable the repeatability of the analysis process.

9.6 Cross-case analysis: the destinations

The Destinations project examined the interview data from the perspective of the tourism destinations. Each destination was a category of data and each of the five categories (folders) contained the relevant destination’s data.

9.6.1 The general landscape of the concept map

Figure 9.1 is a three-dimensional concept map shown as a two-dimensional picture. The interpretation of the map and the analysis was supported by an analysis of the text context blocks and the relational data (*Counts, Relevance and Likelihood*) that supports the two-dimensional semantic map. The cross-case concepts’ map contained 36 *name-like* and *word-like* concepts and five *categories* of data (Table 9.2). Nine of these concepts, shown as the *heat-mapped* coloured spheres in Figure 9.1, were the themes and these are shown in Table 9.4.

Table 9.4: Destinations - ranked name-like concepts and thematic summary

Name-like Concepts	Count		Relevance
Local Government	204		13%
Tourism WA	189		12%
State Government	144		9%
Perth	91		6%
Western Australia	71		5%
<i>Count: Frequency of text segments coded with name-like concept</i>			
<i>Relevance: Frequency of name-like concept relative to the most frequent concept</i>			
Themes	Connectivity		Relevance
Tourism	8734	100%	Most significant
People	6271	72%	
Business	3985	46%	
Industry	3510	40%	
Work	2142	25%	
Time	1867	21%	
Policy	1274	15%	
Visitor-centre	712	8%	
Tourism WA	670	8%	Least significant
<i>Connectivity: Relative theme importance (summed co-occurrence of concepts) to 100% theme</i>			
<i>Relevance: Connectedness of concepts (strength) within the theme cluster</i>			

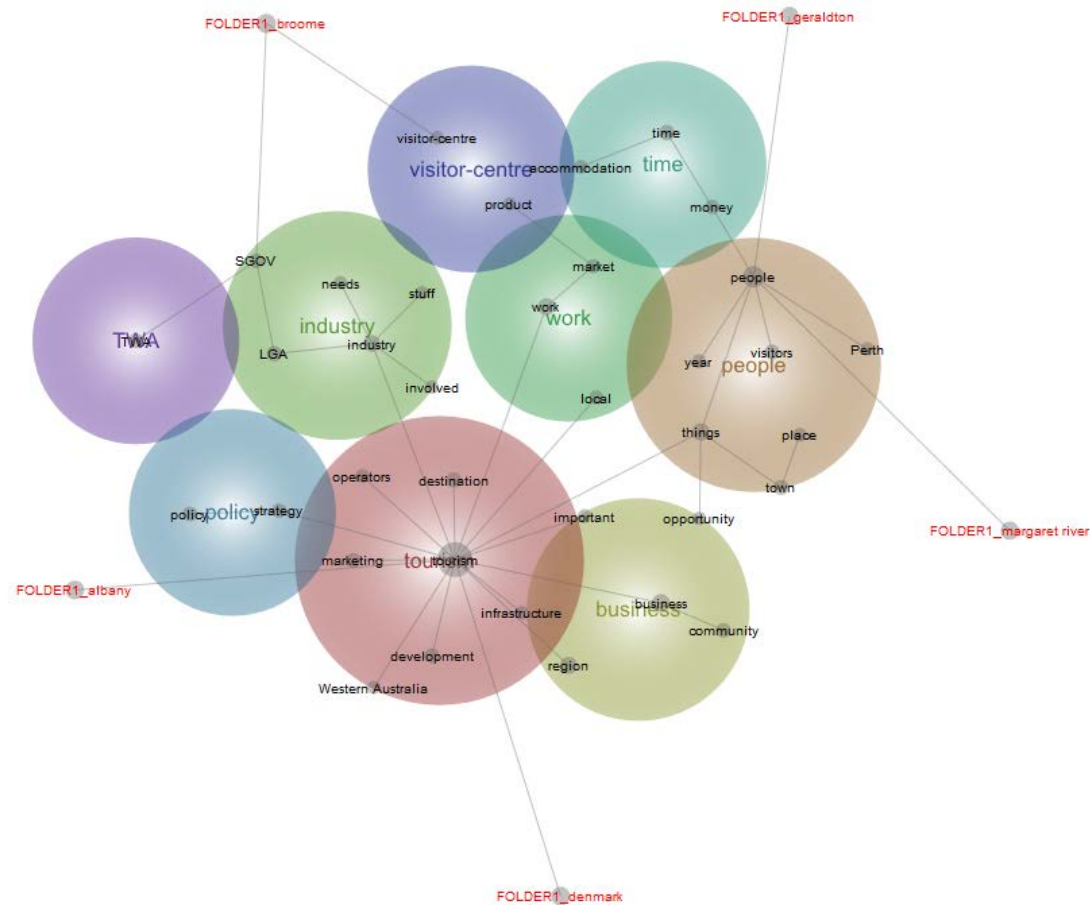


Figure 9.1 The cross-case map (destinations)

The themes listed in Table 9.4 and seen visually in Figure 9.1 were Tourism, People, Business, Industry, Work, Time, Policy, Visitor-centre and Tourism WA. Theme names reflected the most prominent name-like or word-like concept found in a theme cluster. Theme clusters contain the most connected concepts contributing to the theme.

The name-like concepts were Local Government, Tourism WA, State Government, Perth and Western Australia. As noted earlier, Count is the number of text segments coded with the name-like concept and Relevance is the frequency of the name-like concepts relative to the 100% concept (here Tourism). Local Government was the most prominent name-like concept, appearing in 204 context blocks or 13% of the text segments coded with Tourism. The next two (2) prominent name-like concepts recorded were Tourism WA (189/12%), and State Government (144/9%). The remaining two name-like concepts were Perth (91/6%) and Western Australia (71/5%).

The five categories shown as grey nodes and labelled in red were FOLDER1_broome, FOLDER1_geraldton and FOLDER1_margaret river; FOLDER1_denmark and FOLDER1_albany. The proximity of themes and concepts to data categories illustrated that these were more important to that category. For example, the theme and concepts in the top left-hand corner of Figure 9.1 were most significant to Broome and the themes and concepts in the right-hand side of Figure 9.1 were most significant to Margaret River. However, these themes and concepts also remained relevant to the remaining categories (case destinations).

Theme Connectivity is a measure of the strength of concept connectedness in a concept cluster. Expressed as a percentage, this is the summed co-occurrence of a concept inside a cluster. The summed co-occurrences of concepts in Tourism was the highest (8,734), making this the 100% theme. The summed co-occurrence of concepts in People was 6,271 or 72% of Tourism. This further implied concept strength and connectedness is most significant in themes that had high connectivity scores to Tourism, as reflected in the ranking of the themes in Table 9.4. Concept connectedness is most significant in the warm-coloured theme spheres and less significant in the cool-coloured theme spheres. Themes closest to Tourism were Business and Policy. Business (46%) was more important to the interviewees than was Policy (15%).

Significantly, strong connections were evident in the direct links shown to concepts such as important, region and strategy that were found in the Business and Policy themes.

9.6.2: Analysis and results: Themes, concepts and categories

Table 9.5 contains the nine themes presented in the same ranked order as in Table 9.4. Each theme contains the concepts that are most connected to the theme. The theme name is the major concept identified in the cluster. Theme names are in bold proper-name format and the concepts that have contributed to the theme are in lower-case format. To the right of the ranked themes/concepts list, Count represents the frequency of text segments coded with the concept name. The Relevance column follows, and this represents the frequency of text segments containing the concept relevant to text segments with the most frequent concept (i.e. Tourism).

A Likelihood favourable and unfavourable sentiment score for the ranked theme/concept is shown in the next column. This score identifies sentiment terms that are relevant and used consistently in the text. The score measures the number of text segments coded with favourable and unfavourable sentiment terms, making this data indicative of the sentiment expressed by participants in relation to the concept. This means only text segments coded with the sentiment terms are used and, because of this, favourable and unfavourable scores do not add up to 100%.

Finally, the last column lists the concept with the highest likelihood co-occurrence score relevant to the theme/concept. For example, Tourism appeared in 1,571 text segments, making this the highest ranked concept. Favourable sentiment emerged in 60% of text segments and unfavourable sentiment emerged in 54% of text segments. However, the word-like concept important (90%) was a concept with the highest Likelihood score to Tourism.

Tourism was the most significant concept (100%) and has the largest node in the red-amber coloured sphere that carries the same label (Tourism). Themes that had a connectivity score of 40% or higher were People (72%), Business (46%) and Industry (40%). Lesser-connected themes were Work (25%), Time (21%), Policy (15%), Visitor centre (08%) and Tourism WA (08%).

Table 9.5: The Destinations project themes and concepts with relational data

Ranked concept clusters: Theme*/concept	Count	Relevance Score	Coded sentiment: Favourable	Coded sentiment: Unfavourable	Highest Likelihood concept (score)* to ranked concept
Tourism*	1571	100%	60%	54%	important (90%)
destination	177	11%	10%	4%	marketing (28%)
marketing	162	10%	4%	8%	destination (26%)
development	149	9%	4%	5%	infrastructure (18%)
operators	112	7%	4%	3%	needs (11%)
infrastructure	76	5%	2%	6%	needs (10%)
Western Australia	71	5%	3%	4%	strategy (11%)
People*	562	36%	27%	21%	place (40%)
things	327	21%	13%	17%	opportunity (29%)
town	177	11%	6%	8%	important (15%)
visitors	157	10%	6%	13%	local (23%)
place	116	7%	9%	5%	opportunity (10%)
year	114	7%	5%	4%	local (10%)
Perth	91	6%	3%	4%	market (8%)
Business*	351	22%	10%	8%	operators (27%)
region	285	18%	14%	9%	development (22%)
community	155	10%	8%	8%	local (22%)
important	94	6%	3%	4%	opportunity (10%)
opportunity	70	4%	3%	3%	market (7%)
Industry*	256	16%	8%	8%	involved (26%)
Local Government	204	13%	6%	4%	policy (14%)
State Government	144	9%	4%	6%	needs (15%)
involved	82	5%	2%	1%	stuff (9%)
needs	73	5%	3%	5%	infrastructure (9%)
stuff	65	4%	1%	4%	involved (7%)
Work*	290	18%	11%	8%	operators (19%)
market	111	7%	4%	4%	product (16%)
local	99	6%	5%	5%	visitors (15%)
Time*	223	14%	11%	4%	place (17%)
money	154	10%	8%	8%	visitors (10%)
accommodation	104	7%	4%	6%	market (12%)
Policy*	167	11%	8%	10%	strategy (19%)
strategy	155	10%	3%	3%	policy (18%)
Visitor-centre*	97	6%	3%	1%	local (10%)
product	80	5%	5%	8%	market (12%)
Tourism WA*	189	12%	4%	15%	marketing (15%)
Categories					
Broome	700	45%	21%	26%	industry (40%)
Geraldton	665	42%	20%	17%	visitor-centre (33%)
Albany	625	40%	20%	15%	stuff (40%)
Denmark	604	38%	19%	28%	infrastructure (39%)
Margaret River	589	37%	20%	17%	region (27%)

* Next ranked concept with 'Likelihood' score related to theme/concept found in the cluster

Count is the frequency of text segments coded with name-like or word-like concept

Relevance is the frequency of name-like or word-like concept to the most frequent concept

Likelihood 'favourable' and 'unfavourable' only identifies sentiment terms that are relevant and used consistently in the processing of text analysis

Highest Likelihood Concept identifies the concept associated with the concept of origin

Tourism (amber orange) contained seven concepts. The concepts, shown ranked high to low, were *Tourism* (1571/100%); *destination* (177/9%); *marketing* (162/10%); *development* (149/9%); *operators* (92/7%); *infrastructure* (76/5%) and *Western Australia* (71/5%).

It was not surprising that *Tourism* was the most significant concept, as this was the topic of the analysis in each case. The concepts *destination*, *marketing*, *development* and *operators* showed Counts of 149 or more, with Relevance ranging between 7% and 9% to *Tourism*. Figure 9.1 showed these concepts linked to *Tourism*, demonstrating participants' perception of their importance to tourism. *Infrastructure* and *Western Australia* also had a strong relationship to *Tourism*. However, they were less importance, as evidenced by lower Count and Relevance (scores). An examination of each concept in this cluster showed the highest Likelihood of concept association for *destination* was *marketing* (28%), for *development* was *infrastructure* (18%) and for *operators* was *needs* (9%). For *Western Australia*, the highest Likelihood association was *strategy* (9%).

The tourism concept had a favourable sentiment of 60% and important emerged as having the highest likelihood association (90%). Participants felt tourism was important to them and often noted it as a growth opportunity for Australia. Its importance to the destinations was evident in the following contributions:

“Many people in Albany would think tourism is very important. There are pockets that do not want it, but still acknowledge that it is a great economic opportunity. A lot of effort went into the upgrades of the town (RC Albany).”

“Geraldton is very fortunate to have a diverse economy, but tourism is important for the vibrancy and sustainability of our community, and to continue to have that diverse economy because it provides employment, work opportunities and enhances lifestyle making us more robust. We also see it as development for the entire mid-west region (RG Geraldton).”

“It is extremely important; tourism is the main driver of Margaret River's economy (PG Margaret River).”

“Both Albany and Denmark Councils have identified tourism as one of the five income producing sectors for the Great Southern region (GC Albany).”

“The majority of people in Broome recognise there is a significant contribution from tourism to the economy; there is a lot of acknowledgement of its importance (TP Broome).”

The People theme cluster (light amber-orange) was the next most significant cluster and contained seven concepts (People (562/36%); things (327/21%); town (177/9%); visitors (157/10%); place (96/7%); year (94/7%) and Perth (91/6%)). Participants used people when they spoke about residential and business communities, visitors and tourists and, generally, others associated directly and indirectly with tourism. In Figure 9.1, people had direct links with the visitors and Perth, suggesting the relevance of local and intrastate travellers and other visitors to Perth to their destinations.

“Broome races are probably our premier event and for eight weeks there is a race meet every week; the locals love it, and many people from Perth come to the Broome Cup too (GC Broome).”

“We have people who come to Perth only to come to Margaret River. We have guests from Singapore who tell us they come to Perth because of Margaret River (DH Margaret River).”

People had the Highest Likelihood association with place (40%), signifying the importance of local communities and visitors to tourism. In this cluster, things were used to describe the positive and negative experiences associated with tourism, as also evidenced by the direct links to *People* and to *Tourism* in Figure 9.1. Further, *People* linked directly to *town* (and to *place*) and to *opportunity* found in the Business theme.

Participants suggested the impact of seasonality when they used the word year. Figure 9.1 shows visitors and year in proximity. Data suggested many occurrences where tourism destinations provided ‘a sense of place’ for visitors:

“Tourism ... started around Albany when there were lifestyle activities in the early seventies and the early eighties; people gravitated to the southwest of Western Australia, including Denmark, around the natural environment; the trees, the estuaries, the rivers and the ocean (DS Denmark).”

“Lord McAlpine had a different perspective of the world including tourism and what was so unique about Broome; he was protecting the aspects of a place that he found to be unique which, still to this day, are the very things that people travel to Broome for; and people travel to see this uniqueness (GC Broome).”

The Business theme cluster (yellow green) was the third important theme and contained five concepts (business (351/22%); region (285/18%); community (155/10%); important (94/6%) and opportunity (70/4%)). The analysis showed business referred to the business of tourism, as evidenced in the relevant text segment contributions sourced from tourism business owners and Local Government; surprisingly agents of tourism and business associations contained fewer mentions.

Business was close to Tourism, with region and important shown in the overlap of the two themes (Figure 9.1). The proximity of the four concepts and infrastructure with direct paths to region and important suggested participants felt these concepts were important to tourism and perhaps even to WA's development. Relational data (Table 9.5) analysis showed interviewees had a favourable sentiment to business and region and an unfavourable sentiment to infrastructure. In other words, participants felt infrastructure development was important to tourism in WA's regions. Operators (27%) was the Highest Likelihood concept associated with business and development was the Highest Likelihood concept associated with region. Needs (10%) had Highest Likelihood association with infrastructure. Opportunity (4%) was the least connected concept to Business. However, the concept most associated with opportunity was market (7%). Participants suggested the significance of business from a region and community perspective:

“With on-line communication there is a solution now to the marketability of the entire region, however, this might not be applicable to all tourism regions. We hope to be able to drive the digital economy through the existing businesses we have here (PG Margaret River).”

“The responsibility is to market the businesses of the regional members; I think wine and surfing are the best and biggest advertisement for the region in terms of national and international publicity (PG Margaret River).”

“The benefit to this region, and to my business, of people visiting is immeasurable. The contacts that we make are beyond the value of what someone pays us for a night's accommodation (IC Albany).”

“Tourism development needs a vision that we all share for our businesses, and that includes community; a collectively shared and an embraced vision that is

now not within the vision of every business; there is a need to demonstrate the value of tourism to our community, where the threats are; the community does not see where the positive benefits are (LJ Denmark).”

Industry (green) was the fourth important theme and contained six concepts (industry (256/16%), LGA/Local Government (204/13%), SGOV/State Government (144/9%), involved (82/5%), needs (73/5%) and stuff (65/4%)). The location of the Industry theme suggested associations with the Work, Policy, Visitor-centre and TWA themes. Interestingly, these associations are shown to be more important for the Broome (Chapter 4) and the Albany (Chapter 6) destinations, and this was noted in the within case analysis of the respective destinations.

The most connected concept to Industry was LGA or Local Government. Views as to how Local Government might be involved in tourism varied from one destination to another. However, Local Government was important to tourism in all destinations. Perceptions of Local Government’s support for tourism were mixed and depended on people’s roles and perceptions of tourism. For example, Broome contributors commented:

“LGA has always had that awareness of how important tourism is, and at that level, it is probably quite pro-active in delivering the support that tourism needs (JB Broome).”

“Guidelines for tourism development is an interesting token point; I think LGA see the point to be the responsibility of industry. The LGA has not been able to articulate a vision for tourism; it has been part of the challenge of growing tourism in Broome. I do not know of the LGA’s vision for tourism and there is no clearly articulated vision within the tourism industry either (NL Broome).”

“I think at a certain level LGA is engaged; it operates the Broome visitor-centre; well they largely fund the Broome visitor-centre. I think they are engaged to a degree but I do not think it sees tourism as the prime economy driver for Broome; I think the LGA would much rather have a lot of mining and resources up here in Broome (RS Broome).”

Some were concerned about LGA having too much involvement in tourism, or not having the required knowledge about tourism to make decisions that ultimately affect those with direct operating interests in tourism:

“I do not believe that LGA should be involved in tourism. LGA should only facilitate tourism and it should never control tourism. The Shire of Denmark facilitates, it does not control tourism; it outsources tourism to Denmark Tourism Inc. The City of Albany is an example of controlling tourism (JN Denmark).”

“LGA cannot even run a café successfully (SP Albany).”

A common concern was the funding and involvement of LGA in tourism. Some contributors from destinations that were developing as tourism destinations or were already established tourism destinations noted:

“The relationship between the LGA and us has been one where there is too much politics. Our LGA believes tourism should be the responsibility of industry. The local tourism business community think LGA should fund tourism development because operators cannot afford to do so (NL Broome).”

“What we need is better co-ordination between our LGA and our local industry and the strength to develop more strategic plans for showcasing our region; in other words, this does not happen, as if it does not want any more responsibility, and I think co-ordination and collaboration with industry is still very much in a developmental stage (RG Margaret River).”

“In Denmark, we had an existing voluntary and suitable organization. However, the Shire of Denmark (LGA) was adamant that it would produce a new organization (DTI); this legacy continues and I have been here few years working in this industry and working with tourism operators. I do not believe that the tourism industry in Denmark at LGA and even at SGOV level is running as efficiently as it could be or as effective (LJ Denmark).”

An LGA executive commented on SGOV’s support of tourism:

“Tourism and LGA are the two places that have always been low on the feeding chain in terms of Cabinet and SGOV. Tourism requires strong financial support but that is never a definite goer from SGOV (GC Broome).”

Needs distinguished the tasks and activities essential to tourism in a destination. Primary industry started the destinations that were studied here, even though they aspired to grow tourism (Broome and Denmark) or rejuvenate tourism (Geraldton and Albany). In these destinations, contributors suggested LGAs and the SGOV might not be supporting the development of tourism and thought government should be doing more, especially for those in Broome.

“The SGOV needs to get out of the way and let industry determine its own journey. The key thing about that is that it is essential that the industry is responsible in determining where it goes and how it does it, so I think it is industry that has to be the driver and enabler, but the SGOV needs to step in with resources if it wants tourism to work (NL Broome).”

Other contributors made similar comments about government supporting tourism.

“The SGOV has a role in providing the resources and providing the framework, if you like, for industry to be able to build its case and it needs to be able to provide the policy and the funding in order to deliver the case (GC Broome).”

“Broome has different needs and priorities, and having said that SGOV through its agency Tourism WA has an overarching responsibility for the industry, and should provide some common objectives that will have a benefit for all types of tourism business, not just my type of business (RS Broome).”

However, a tourism business owner said this of TWA:

“He [TWA] told us SGOV would not support Broome because some in the tourism industry did not support the James Price Point project. He [TWA] said the tourism industry needed to get its shit together and give a clear message to the SGOV to drive policy or provide a framework to drive investment into Broome (JB Broome).”

Stuff represented non-specifically defined actions or events associated with the SGOV. For example, Margaret River is a premier tourism destination in regional WA and the State Government provides event and infrastructure funding. A leading tourism business operator in this destination noted:

“There is a lot of good stuff happening here but the total outcomes are less than the sum of its parts. I think it was great that we received funding down here; we upgraded Surfer’s Point to an excellent destination but I think that there is further stuff along those lines to do here in Margaret River to better highlight the region and respect the environment (RG Margaret River).”

Work (blue green) was the fifth important cluster and contained three concepts (*work* (290/18%), *market* (91/7%) and *local* (99/6%)). *Work* applied frequently in descriptions of cooperative and collaborative efforts within the tourism industry. *Operators* (19%) was the highest Likelihood concept associated to work. Contributors suggested operators in some destinations attempted to form local tourism associations to influence LGA and State Government in their endeavours to seek support:

“LGA controls the tourism assets, so the responsibility falls back on LGA. I think it is a matter of trying to get the LGA to take responsibility and then work with other tourism-interested parties to cover the needs of Albany (RC Albany).”

“We are trying to work with Albany in tourism; there are historic and current issues around collaboration between Albany and Denmark (LJ Denmark).”

“We do work together in an informal way and I guess this is an objective of the new Discover Albany Foundation. We will have one voice as a collaborative group of people to communicate with LGA and with SGOV; that is where power of industry comes from (SP Albany).”

Participants suggested there was insufficient cooperation and collaboration among stakeholders in reaching potential tourism markets, especially when destinations were in the same region, which they considered had an adverse effect:

“Currently Albany, Denmark and Mt. Barker are the three major destinations for the Great Southern, but we are working in isolation. As we are not working with each other, and therefore competing for the same visitor, that is not good from an economic perspective, so and we are continuing to lose market share to our much stronger competitors like Margaret River (JN Denmark).”

However, some Margaret River participants noted:

“In terms of our market, we are a regional destination and we are seasonal. I think historically our members tell me that winter has always been a challenge and a struggle because the majority of our market comes from Perth and when Perth people travel in winter, they do not really want to come south (RG Margaret River).”

“Markets that demand high levels of service do not prosper in Margaret River because sometimes ... there is a bit of a mentality where people (tourism operators) are very conscious of their lifestyle but want to run a tourism business, but they do not want to work 24/7 which tourism often demands. In addition, it happens that there are not enough services open beyond 8pm for example, and people who might like to go out for dinner late while on holiday here find this limiting (PC Margaret River).”

It is reasonable to suggest local context plays a significant role in tourism destinations. This often start with a destination’s natural attributes, but it is also impacted by the development of amenities and support services. Residential communities are as important to tourism as visitors according to some participants:

“The local community recognizes tourism as a very important part of the Albany economy also believe that in recent times the residential community has come to see even more significance of growth (GC Albany).”

“Our business is mostly 90% local and 10% tourists. During school holidays, tourists increase, and it switches to say, 20% tourists and 80% local, but yes, we completely rely on local patronage (CW Geraldton).”

“We are predominantly in accommodation and food and beverage so how that relates to tourism is that about at least 50% of our business involves people to the region depending on the time of year; sometimes it is 75% visitors and 25% local and maybe in the quieter times of the year, it is just the opposite of that (RG Margaret River).”

“I do believe there is a shift in attitude amongst community members where tourism is an important component of our community economy. There is no quantifiable consistent message about what the value of tourism is, but it realises

that tourism in fact does inject funds into our community and is keeping our businesses alive. I think people here see tourism as successful; they acknowledge that Denmark is a tourism destination (DS Denmark).”

“I think the local communities rely on the income that is derived from tourism, so when business used to close, it now stays open. Local people here in Broome really need to rely on tourism to stimulate the economy. Locals get the flow-on effects that come with profitability around the tourism industry (NL Broome).”

Such sentiments applied to other destinations. Tourism business owners were passionate about the work they did, as well as about their destinations. They often referred to visitors as having a good time.

Time (223/14%) was the sixth theme and contained three concepts (time, money and accommodation). *Time* described the visitor experience, and this could be, for example, at an accommodation venue, as when staying in a holiday cottage. The concept also described people’s experiences in the destination. *Place* (19%) was the highest ranked Likelihood word-like concept associated with Time:

“Our guests are so regular; we know them and they know where to find the key to their cottage. At some stage during their stay, they will come in and have a chat, sign the book, pay the balance of their account, but I do not have to introduce them to the place, tell them how everything works and all that. They know it and come back every year. This is a resilient market and those people are so valuable to us all in this industry (IC Albany).”

“Some places continue to stand out and Margaret River is one of them. How do I explain this? For me it is like Jackson Hole, up in the mountains, it has been there for a long, long time, and it became a destination for many people from all over the world. The main thing is in the character of the destination, the uniqueness and the natural beauty, people have invested in it because of that, and when you go there, you just admire and enjoy (RG Margaret River).”

Tourism business owners understood the power of tourism spending was related to the quality of the visitor experience. Money and accommodation were concepts directly linked to Time. The highest Likelihood concept to money was visitors (10%) and the

highest Likelihood concept to accommodation was market (12%). For example, an established tourism business owner noted:

“It was just the perfect place with the beach just one and half Ks away; it had one little cottage on the property and nothing else. We lived in the cottage while we built our house and then started building other cottages as holiday accommodation over time. We both worked part-time to supplement the development of the business in between times. We both gave up our other employment six years ago as business sustained us completely and ended up having a great life (GC Albany).”

However, not all contributors said good things about tourism in their destinations and some suggested residential communities were not supportive of visitors.

“Albany residents want tourism but do not want any tourists. We want their money, but we do not want them! I actually think you will find this element across a number of towns in regional Western Australia (RC Albany).”

“No, not at all. Geraldton’s community does not support tourism. In Geraldton, it is no different to any other regional town; the community do not like having tourists, but they like their money (JG Geraldton).”

“Nothing I can think of that tells me Denmark welcomes tourists warmly and overtly, I guess this is probably subliminal (DS Denmark).”

“The residential community gets annoyed about tourists when there is illegal camping; tourists can be at times, especially during the grape-picking season and during harvesting; there are too many visitors suddenly and they do not use hotels or caravan parks and camp illegally to save money and that does annoy people and the community especially (GE Margaret River).”

The two themes TWA and Policy are associated with LGA, SGOV, marketing and operators. Marketing (15%) had the highest Likelihood to TWA and the highest Likelihood to policy was strategy (19%). Interestingly, TWA and marketing each had higher unfavourable (15% and 8%) to favourable (4% and 4%) sentiment scores, as can be seen in Table 9.5. Notably, participants used TWA and SGOV interchangeably, (TWA is the SGOV agency for tourism), as this example shows:

“At a state level, dealing with TWA means we are dealing with SGOV, and TWA is a marketing organisation and it is their charter to market Western Australia and that includes the regions, but they do not quite do that well for us (LJ Denmark).”

Another participant noted similar sentiments about marketing and suggested TWA marketing activity favoured only a few destinations in regional WA.

“I think TWA focuses too much on destination marketing of Perth, Kimberley, Broome and Margaret River and they forget about everybody else. So no, it does not fill me with confidence, and it does not know what it is doing. TWA does not have a fluid approach to destination marketing like other state tourism organisations in Australia; I do not really have anything positive to say about TWA (JN Denmark).”

An LGA made a similar observation about TWA:

“At times while TWA has certainly been helpful for Albany only because we had a serious and unique product in the Anzac Centenary Commemoration, I do not believe there is a balance in the regional funding of tourism by TWA (RC Albany).”

“At times in the build up to ANZAC we wished they had left from Esperance and if that had been the case, we would have got very little assistance from TWA; last year and this year. The focus has been on Anzac and we cannot imagine in those two years, we would have received any funding along those lines...if there had been another departure point (GF Albany).”

A tourism business owner/operator suggested government-funding cutbacks as a reason for not supporting a destination. This owner/operator, who controlled and managed large accommodation sites, felt he could not rely on TWA to market the destination.

“SGOV agencies do not do enough for tourism; TWA does not have enough funds. We do a lot of marketing and we tend to plan the operation of Cable Beach very much like an island; we do not rely on support and we have a strong marketing team with a relatively strong marketing budget (RS Broome).”

In general, regional tourism destinations were unable to support destination marketing financially, which is understandable given the size of the sector in most destinations' economies. Hence, there is a reliance on TWA to undertake this task or, more specifically, to fund regional destination marketing. As an LGA executive explained:

“Only with scale can you probably get the investment dollars required to purchase appropriate professional services in relation to branding, marketing and promotion activities. My Shire President and the Mayor of Albany are indeed today meeting with TWA as we speak regarding the next request for a tranche of funding from TWA for The Great Southern Tourism Association (DS Denmark).”

This study attempted to find out how tourism policy might be helping regional tourism destinations. Participants used the terms policy and strategy interchangeably and this might be a reason for the words emerging as closely related concepts (Figure 9.1 and Table 9.5). Opinions about tourism policy and strategy varied between destinations and there was little variance in Likelihood favourable to unfavourable sentiment about tourism policy. The ranking of **Policy** as a theme in the analysis further suggested there was not much concern among most participants.

However, the data suggested having a policy to develop tourism was important to participants, with some suggesting the SGOV needs to acknowledge the significance of tourism by doing more than it was currently doing:

“The SGOV needs to give more importance to tourism if it wants to be in the game, which I do not think it is; it has always been my criticism that the tourism portfolio is an add-on to some Minister's portfolio whose main interest is elsewhere and outside tourism and this is not what tourism deserves (GC Broome).”

An LGA, whose interests in tourism heightened with the economic downturn in one of its major industry sectors, commented about the State Tourism Strategy for WA:

“The State Tourism Strategy does not encourage us to develop tourism. Where it becomes relevant for us is when we are looking for funding, or considering a tourism activity, we will go to the strategy to see where and how our proposed

initiative aligns with the State Government's strategy to enable us to receive funding (KD Geraldton)."

Edgell and Swanson (2013) have suggested public authorities should plan tourism on an integrated and coherent basis and should involve industry. The need for a regional approach to the problems raised by tourism requires policy and Governments need to play a special role if they are to be in a position to develop legislation to support sustainable tourism (Mowforth & Munt 2015).

Participants had strong feelings about the need for tourism policy, even though this did not emerge as a priority theme. They offered varying views about the formulation of policy. However, perceptions of policy differed between destinations.

"SGOV should own policy; it should have a policy for tourism and it is the SGOV's responsibility to make this. I do not expect industry to do the SGOV's job because industry is so tired and burnt out trying to run a business and it does not have time to make policy; it can advise, it can have input (RS Broome)."

"There is some expectation the LGA develops policy for tourism, but that requires a policy change to what the mandate given to LGA is under the LGA Act. You might have a stand-alone organisation which is funded one way or another which is the policy making body for that region or area, which needs to be the LGA (TP Broome)."

"I think the destination constituents should drive policy. Clearly, it needs LGA to help facilitate and I think it is the hospitality and the tourism industry businesses and collectively through our industry associations who probably understand the region better than anyone understands and who would know what our needs are (RG Margaret River)."

"I think policy needs formation in collaboration with industry. The withdrawal of the cellar door rebate hit these wineries in Margaret River without any warning or notice from government. The wineries know nothing about this because nobody consulted them and these wineries had just committed to a five-year business plan (PC Margaret River)."

"LGA contributes to the state policy on tourism through its peak body WALGA. Through that peak body, we have input to the state tourism policy and we attend

meetings with TWA. TWA convenes meetings from time to time; we have input with TWA about once a year (GE Margaret River).”

“I think setting policy for tourism should be a combination of SGOV and LGA with input from stakeholders. I am suggesting it should be a collaborative approach, and it is the role of LGA to drive such an approach to policy formulation (KD Geraldton).”

“The Mid-West Tourism Strategy has been a collaborative approach with the SGOV and the Mid-West Development Commission, and we have had Regional Development Australia involved and all LGAs that make up the Mid-West involved. The key priorities and you are getting this joint approach to delivering those strategic aims by LGA, become effective with assistance from the SGOV (KD Geraldton).”

“Now it is not clear in terms of what the vision of tourism is in Denmark. The Shire has a draft tourism strategy, there is a tourism policy on their web site; however, I do not believe there is a clear and uniformly accepted vision, brand, policy and strategy for Denmark (LJ Denmark).”

“It is difficult for regions to contribute to tourism policy; regions divide, and we are all our worst enemies because we all have individual voices that the state does not fear because we are all shouting at the same time, and shouting different messages, competing messages. We came to that realisation (DS Denmark).”

“I think LGA can be quite efficient in delivery of that tourism policy and formulation of that strategy, and sometimes even more efficient, but the local tourism industry can become more efficient than the LGA. Ideally, I would like to see the LGA and an alliance from the LGAs of Albany, Denmark and Plantagenet become organized and have a sub-regional policy; that would be quite useful (MB Albany).”

However, one tourism business owner/operator was not concerned about government policy on tourism:

“We have good occupancy in our cottages, and others do too in this region. To be honest, and I have two hats on here for accommodation operators like us and for ourselves again, but in our business, whatever happens at government level

about policy or otherwise, is not going to make any difference to us; it is what we as a family need that is important; it is a family business (SP Albany).”

Visitor-centre was the final theme and contained two concepts (*visitor-centre* (6%) and *product* (5%)). Visitor-centres provide information to visitors about a destination’s offerings that usually includes local products and tourist services such as accommodation bookings and tours. These also fulfil roles for local communities:

“Locals come in to collect the latest brochures and information on weekend activities in the region. Some bring in their visiting relatives too. We have great membership in local businesses who we encourage visitors to go to the visitor-centre themselves (RT Geraldton).”

“The residential community come to the visitor-centre to buy tickets for concerts and events for example and very often locals come in to find out about what is happening in town or in the region. We see the locals are still tourists from this perspective. We do not have the feedback from them that we would like to have keeping in mind that 320 businesses employ many people (NL Broome).”

The visitor-centres were financially reliant on LGAs and/or membership funding:

“One of the problems with the Denmark visitor-centre and Denmark Tourism is they are a department of the Shire of Denmark and for four years to make a difference they just gave lip service and receive money from the Shire, and as long as it is not losing too much money that is all they do, so there you are. I have operated the winery, restaurant and retail food products in Denmark now for 10 years and I still have not seen what they actually do (GC Denmark).”

“Albany deliberately has not created a membership because we find that poor operators being hit up with membership left, right and centre: members of us, members of CCI, and then they need to be a member of ASW, and then a member of TCWA (MB Albany).”

However, the Margaret River visitor-centre is a membership organisation sustained by membership income and the operation of natural and built assets in the region. Its Local Government does not contribute financially to its visitor-centre:

“Generally, Local Government is good in this town and our relationship is good but I would not say that they are generally supporting of tourism in spite of how important tourism is to this town; they should be doing more for tourism to maintain its viability for those working in tourism, in my opinion (PG Margaret River).”

“I am little surprised frankly when I have a discussion with Local-Government. I come away feeling that while it was important, they seem, or at least the persons I speak with, seem despondent to tourism activities and general things tourism that happen in the town. That is exactly right you know; even with the City of Busselton it is quite the same (PC Margaret River).”

9.6.3 The research question (RQ8): perceptions of concept importance

The first of the two research questions in this cross-case analysis asked:

What did each tourism destination feel was most important to them to accomplish tourism success and what was their sentiment about those features (concepts) they considered important?

The First Project looked at the destinations. To answer the research question, relational data were used to identify the most important concepts that emerged from the analysis. As noted in the case narratives, concepts that appeared closer to a category were considered more important to that category, but less important to other categories. This concept prominence was used to validate importance to the categories. Table 9.6 shows prominence scores for the top five concepts that emerged in each of the destination.

Table 9.6: The top five ranked concepts by prominence for destinations

Broome concept (prominence)	Geraldton concept (prominence)	Albany concept (prominence)	Denmark concept (prominence)	Margaret River concept (prominence)
industry (1.9)	strategy (1.7)	region (1.4)	development (1.7)	region (1.2)
policy (1.6)	visitors (1.4)	marketing (1.3)	community (1.6)	business (1.2)
people (1.1)	work (1.4)	time (1.1)	marketing (1.4)	people (1.0)
time (1.1)	things (1.2)	destination (1.1)	business (1.4)	town (1.0)
destination (1.1)	town (1.2)	things (1.0)	tourism (1.2)	work (1.0)

The prominence score is the measure of Relative Frequency (%) and Strength (%) of the most prominent concept in the category. A prominence score greater than 1.0 indicates that co-occurrence happens more often than by chance. (concepts are not independent)

The range of prominence scores suggested the top two most important concepts in Broome were *industry* and *policy*. Indeed, Broome has some key industry players and tourism is key to the economy. Participants believed there was a need for tourism policy at a State and local level if Broome's 2014 Tourism Strategy was to be implemented successfully. They also felt local residential and business communities, which included tourism industry stakeholders (*people*), were important to the development of tourism. Moreover, participants felt the destination's attributes would provide visitors with unique experiences.

For Geraldton, *strategy* had the highest prominence which alluded to the need for a tourism strategy for the Midwest region that included the development of the Abrolhos Islands as a tourism attraction and the creation of a vibrant town that would attract more visitors. Participants saw a need for greater co-operation and collaboration among tourism stakeholders (*work*) and a need to enhance visitor's experience (*things*) with new or improved products, services and amenities. The prominence scores suggested participants' felt a stronger industry would increase the number of visitors and the development of tourism offerings (*things*) and that would contribute to the region's development.

Albany participants felt the Great Southern (*region*) was critical to Albany's tourism, particularly from a marketing standpoint, perhaps because Albany had increased tourist activity through the exposure it had received for the ANZAC Centenary Commemorations that was supported by the State Government and, indeed, by TWA. Participants also felt visitors would have better experiences if Albany, Denmark and Mt. Barker were marketed as one destination, which would enhance visitors' experiences (*things*).

In Denmark, participants' felt tourism was important and that enhancing infrastructure and amenities (*development*) and community participation were imperative to growing tourism. They also felt marketing was important to improving Denmark's tourism economy (*business*).

Margaret River has the most established tourism industry. These participants focused on the development of the region's natural and built assets. They also felt the continued involvement of the community (*people*) made Margaret River a 'tourism'

town that was emphasised by the Margaret River brand, which was built on the production of excellent wines that were known internationally. Participants also felt co-operation and collaboration were essential to maximising tourism’s economic benefits to the region.

Table 9.7: Favourable and unfavourable Likelihood sentiment in destinations

Broome (Likelihood)	Geraldton (Likelihood)	Albany (Likelihood)	Denmark (Likelihood)	Margaret River (Likelihood)
Favourable (21%)	Favourable (14%)	Favourable (20%)	Favourable (20%)	Favourable (20%)
Unfavourable (26%)	Unfavourable (13%)	Unfavourable (15%)	Unfavourable (15%)	Unfavourable (14%)

**Only identifies sentiment terms that are relevant and used consistently in processing text analysis*

Leximancer’s Sentiment Lens provided an overall indication of the probability that a concept was mentioned in a favourable or unfavourable way. Table 9.7 shows the indicative sentiment for the concepts originated in each destination. On balance, participants in Broome had unfavourable reactions. This is not surprising given Broome’s tourism challenges, particularly in view of its accessibility and high operating costs. Moreover, the mining and resources downturn had severely affected tourism in Broome. This downturn had also highlighted tourism’s importance to Geraldton, where participants acknowledged the challenges inherent in building tourism. However, the sentiment analysis suggested there was a close balance between favourable and unfavourable sentiments.

Albany and Denmark had more favourable sentiments about tourism, perhaps because of the greater awareness the region received due to the ANZAC Centenary Commemorations that increased visitor numbers in the period just prior to this research and the positive economic impact this had on the two destinations. Margaret River also had a more favourable sentiment to tourism.

This section presented the results from the perspective of the destinations. The purpose was to identify and confirm the themes and concepts. The analysis examined the connection and strengths of the concepts in each theme cluster and the concepts Highest Likelihood association with other concepts. The next section presents the results from the perspective of the participant groups. As was mentioned earlier, this analysis followed a similar approach to that used for the destinations. The value of this

approach lies in a deeper level of data exploration and the presentation of a set of integrated results, as will be explained subsequently.

9.7 Cross case analysis: participant groups

The Participant Groups' project examined the interview data from the perspective of the participant groups (i.e. Local Government Authorities, local business associations, local tourism associations and tourism business owners/managers). Each of the four folders contained same the data files as was the case for the five case destinations, but these files were categorised differently in this phase of the analysis.

9.7.1 The general landscape of the concept map

Figure 9.2 is a concept map of the Participant Groups' project. As mentioned earlier, the Destinations' project and the Participant Groups' project shared identical name-like concepts, word-like concepts and relational data. Consequently, the relational data presented in Table 9.2 and the concept meanings and descriptions in Table 9.3 that were used in the Destinations project were applicable here. However, themes and concept clusters differed because of the different categories used (i.e. destinations and participants). The Participant Groups project contained eleven themes (Figure 9.2), which are shown in Table 9.8.

The Name-like concepts' Count and Relevance are identical to those presented in Table 9.4 (i.e. *Local Government* was the most prominent and appeared in 204 context blocks or 13% of the text segments coded with the concept, *Tourism*). The next two prominent name-like concepts recorded were *Tourism WA* (189/12%) and *State Government* (144/9%). The remaining two name-like concepts were *Perth* (91/6%) and *Western Australia* (71/5%).

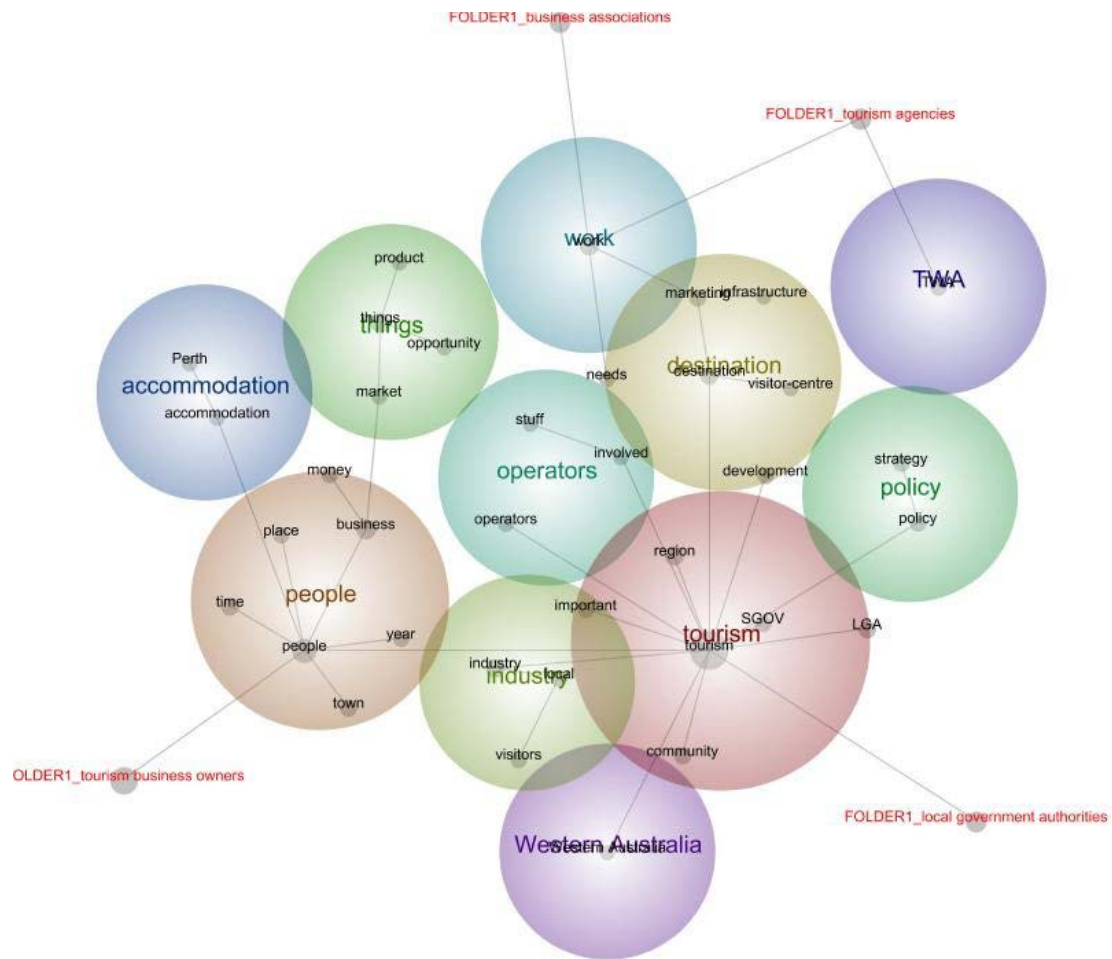


Figure 9.2 The cross case map (participant groups)

Table 9.8: Participant Groups project ranked name-like concepts and thematic summary

Name-like Concepts	Count	Relevance
Local Government	204	13%
Tourism WA	189	12%
State Government	144	9%
Perth	91	6%
Western Australia	71	5%

Count: Frequency of text segments coded with name-like concept
Relevance: Frequency of name-like concept relative to the most frequent concept

Themes	Connectivity	Relevance
Tourism	8647 100%	Most significant
People	6818 79%	
Destination	3223 37%	
Industry	2750 32%	
Things	2423 28%	
Policy	1274 15%	
Operators	1181 14%	
Work	1155 13%	
Accommodation	747 9%	
Tourism WA	670 8%	
Western Australia	277 3%	Least significant

Connectivity: Relative importance (summed co-occurrence of concepts) of theme to 100% theme
Relevance: Connectedness of concepts (strength) within the theme cluster

As noted in the Destinations’ project, the categories of data, as they appear in Figure 9.2 for the Participant Groups project, are closest to the themes and concepts that were more significant to a participant group (category). This does not exclude the significance of other themes or concepts to the remaining participant groups, although it indicates a stronger level of association with the closest themes and concepts within the theme cluster. In this instance, the FOLDER1_tourism business owners, which can be seen at the bottom left-hand side of Figure 9.2, is closest to the People, Industry and Accommodation themes. The FOLDER1_local government authorities, which can be seen at the bottom right-hand side of Figure 9.2, is closest to the Tourism, Policy and Western Australia themes. FOLDER1_business associations were closest to the Destination, Things and Work themes, while FOLDER1_tourism agencies were closest to the Destination, Tourism WA and Work themes.

Figure 9.2 suggests participant groups had strong associations with the concepts linked directly by solid grey lines connecting the concept nodes to the category nodes. These strong associations were between FOLDER1_tourism business owners and People, FOLDER1_local government authorities and Tourism, and

FOLDER1_business associations and Work. FOLDER1_tourism agencies showed direct links with the themes, Work and TWA.

The highest-ranking and, therefore, the most connected themes in Figure 9.2 were Tourism, People, Destination, Industry and Things. The remaining and lesser-connected themes were Policy, Work, Operators, Tourism WA and Western Australia. Operators appeared in the centre of the concept map, implying a level of relatedness to all participant groups. Operators appeared associated with the concepts involved and stuff, both of which linked directly to Tourism.

As noted in the meaning and description of concepts in Table 9.3, this suggests participation in matters relating to the functioning of tourism in destinations was critical to the development of tourism. The map layout indicated the proximity of the five highest-ranked themes as closely related to Operators, which emphasises the association of these concepts. The first five themes moving from the most significant to the mid-range themes suggested a logical progression of concepts between *Tourism* and *Things*, with the latter theme representative of the positive or negative experiences encountered in a tourism destination (Table 9.3).

Table 9.6 showed Tourism was the 100% theme/concept in this analysis, with a summed co-occurrence of concepts recorded at 8,647. Progressively, the summed co-occurrence of themes (concept clusters) connectivity is shown as a percentage score of the 100% theme.

The map (Figure 9.2) determined the flow of the analysis in this section. This part of the analysis drew on the composition of the themes and the concepts found in each of the theme clusters. (Table 9.7). Relational data (Count, Relevance and favourable/unfavourable sentiment, and Highest Likelihood concept association) were the same as shown in Table 9.5. However, Table 9.7 shows the ranked thematic summary and the composition of concepts within the theme clusters. Once again, themes and concepts are italicised, with themes shown in a proper-name format (with an upper-case first letter) style. Concept labels appear in lower-case unless these are at the beginning of a sentence.

9.7.2 Analysis and results: Themes, concepts and categories

Table 9.8 lists the eleven theme clusters in Figure 9.2. The themes (clusters of the most connected concepts) are ranked according to connectivity and the concepts are shown with their corresponding relational measures and Highest Likelihood concept association. Theme names are shown in bold. The four Participant Groups (categories) are shown in red in Figure 9.2 and at the bottom of Table 9.7.

Tourism was the most significant theme cluster and this cluster contained five concepts (Tourism (1571/100%), region (285/18%), and Local Government (204/13%), community (155/10%) and State Government (144/9%)). Tourism was flanked by two themes (Policy and Western Australia). The collection of concepts in this theme and their proximity to the FOLDER1_local government authorities category suggests the importance placed on tourism by Local Government at the time this research was undertaken. Figure 9.2 suggests the Tourism cluster included concepts that suggested Local Government and State Government were seen as critical to Tourism. Region had the highest Relevance to Tourism, with development (22%) being the Highest

Likelihood association concept. Community (33%) in this cluster was indicative of Local Government's often traditional focus, further evidenced by this concept's Highest Likelihood association to LGA.

The data suggested some had concerns about the SGOV's commitment to tourism. Some argued the tasks and activities (needs) required for tourism development might be responsibilities for State and/or Local Government:

“We do not think xxx is concerned about tourism, but TWA came with a message: They came to Broome and said that SGOV thinks there is no point doing ‘business’ in Broome because the industry and the community are divided and not working together for tourism (JB Broome).”

“Tourism cannot flourish without political weight behind it and cannot flourish without political responsibility either. SGOV must take a lot more responsibility for tourism in Broome (RS Broome).”

“I think it is really, when you start talking about the SGOV and LGA role; in the political arena, there is not a lot of transparency and there is not a lot of clarity about tourism for us as operators in the region. In Australia, the nature of politics can be nasty (RG Margaret River).”

“The issue for us is that if tourism individuals waited for SGOV to do something to grow tourism, it would never have happened in Margaret River because SGOV would not have had a vision (DH Margaret River).”

The People theme cluster ranked second to Tourism. The people concept was strongly associated with FOLDER1_tourism business owners, seen at the bottom left-hand side of Figure 9.2. The People theme cluster contained seven concepts (people (562/36%), business (351/22%), time (223/14%), town (177/9%), money (154/10%), place (96/7%) and year (94/7%)). As noted earlier in the analysis, interviewees used this word when speaking about stakeholders in general. People was found mostly associated with place (40%) and town (37%):

“We have to remind people about Albany; so many people say they love the place and they have not been down here for years. I have a very good friend of mine in Perth, who has never actually been to this town and has never been to Albany (GF Albany).”

Similarly, time was a concept associated with place:

“Many people think of the Great Southern as Denmark and not Albany; they know Denmark is a lovely little place down there, but a lot of people pop down to Denmark and not go to spend time in Denmark (RC Albany).”

Business was the most connected concept to people (Figure 9.2) in this theme and this concept showed strong relationships with money and market. The word money was associated with the spending power of visitors (market) in destinations (Table 9.3). Business had the Highest Likelihood association with operators (27%) and this implies a reference to tourism business operators. It is reasonable to note the tourism operators were small family businesses whose priorities might differ from corporate business entities that might focus on growth.

Family business dominate regional tourism destinations. Family business owners face many unique challenges that are usually attributed factors such as a shortage of skills and experience in tourism. However, a few felt Local Government should support their businesses through marketing and the promotion of the destination:

“Quite often in tourism, our Local Government wants to market the beach, the heritage park, memorials, and such things; it is not promoting individual business operators and the services visitors can use; there is this disconnectivity between tourism business operators and natural tourism attractions (RC Albany).”

“There are some extremely good operators, but quite often, the poor operators are not taking enough responsibility for their existence and not doing sufficient due-diligence when they came into the business (RS Broome).”

“The regional tourism organisation drives the state tourism strategy, but is this going to help some individual operators to improve their businesses in ways that will improve the goals that we are working towards down here? (SP Albany).”

“The people who end up on the Shire Council are not tourism business leaders. How are they going to come up with those strategic bigger picture directions that tourism needs when I could argue they have not done it in their own life? Our Shire Council should place more focus on the operators empowering them and embracing operators to grow tourism here (GC Albany).”

A Local Government respondent made this issue clear when he commented about LGAs’ knowledge of the tourism sector:

“As Local Government, I guess we do not get on-going feedback from the business community about how well they are doing or not doing in business and we do not really ask. The visitor-centre would probably know (DS Denmark).”

In mature destinations, such as Margaret River, the destination management organisation recognised a need to develop new markets, as there was an over-reliance on visitors from Perth. However, it also expressed concern over the product and service standards of some tourism operations:

“I think the world has heard about Margaret River, but many have never been here. We need to do more promotion and improve the understanding of operators to know what is acceptable to interstate and international visitors. We are too reliant on the Perth market; 89% of our business is coming from Perth and we need to find new markets (PC Margaret River).”

Destination was the third ranked theme seen in the top-right side of Figure 9.2. The cluster contained six concepts that were destination (177/9%), marketing (162/10%) and development (149/9%); visitor-centre (97/6%), infrastructure (76/5%) and needs (73/5%). Destination had a 10% Likelihood ‘favourable’ sentiment. However, marketing showed an 8% Likelihood ‘unfavourable’ sentiment. This might imply a common perception found in all destinations that tourism marketing was insufficient for regional destinations. In fact, the Highest Likelihood concept associated to destination was marketing (28%). Significantly, FOLDER1_local agents for tourism was close to destination and there were some typical contributions:

“When it comes to the higher-end marketing campaign, good quality products and those higher-end level of operations is where we fall down. Tourism is also lacking a strategic drive and possibly a lack of leadership at that higher level at that oversight committee level (RJ Geraldton).”

“Our financial resources are limited and that is from a destination marketing and visitor-centre servicing perspective (JN Denmark).”

Development was the next in this cluster and ranked third to destination. Its Highest Likelihood association was with infrastructure (18%). Interviewees used the term infrastructure when they spoke about the natural and built environment for tourism. This included the natural attributes of a destination, accommodations and other attractions, but also marketing infrastructure. In general, data suggested there was a clear need for infrastructure development all around. Interviewees criticised TWA and at SGOV about infrastructure development:

“We exist within the perfect spot and our level of accommodation is perfect; we do not need a five-star hotel because it is hard to sustain the accommodation off-peak and in shoulder periods. As far as infrastructure is

concerned, we do need another drawcard asset on the scale of the Treetop Walk (JN Denmark).”

Some contributors had a different view of their destination:

“I would say we need more serious high-end buffer like 5-star accommodation and good levels of service across all businesses (RG Margaret River).”

“An organisation as diverse as TWA, and the SGOV itself, are unable to come to us and say, how about we do this and how about we do that? Here are some ideas for you, but no, they keep coming to us asking how it ought to drive tourism into Broome. You know, I am getting a bit bored with that question; how do you drive tourism into Broome? (RS Broome).

Interviewees considered the visitor-centre to be an integral component to destinations, shown by the direct link in Figure 9.2 and a 38% Highest Likelihood association with the participant group (Table 9.7). Evidence suggested that in some instances, visitor-centre was also important in a local context. Needs, which was the sixth ranked concept in this cluster connected to destination showed associations to concepts such as work, involved and stuff in the theme Operators.

The fourth ranked theme was Industry. This cluster had four concepts (industry (256/16%), visitors (157/10%), local (99/6%) and important (94/6%)). Industry, with its Highest Likelihood association to involved (26%), emerged as central to the themes, Tourism, People, Operators and Western Australia in Figure 9.2. Particularly, this theme was closer to FOLDER1_tourism business owners and FOLDER1_local government authorities. This suggests participant groups’ perceptions involvement in the *tourism* concept was important to making tourism successful.

The direct link between industry and local suggested a strong association, as did the subsequent direct link between local and visitors. The association of these concepts highlighted perceptions such as a lack of leadership in tourism, managing tourism in a local context and the attitudes of residents. Interviewees’ contributions from Local Government suggested a lack of leadership in this destination:

“There has not been any leadership in the local industry so the City of Albany fits into these roles because there is no strong Local Tourism Organisation. Moreover, the GSDC has not done a good job of that either, and in the absence of that, the City of Albany has to move into that space (MB Albany).”

Some interviewees indicated a desire to be more involved in the local context of tourism. For instance, an interviewee in a popular destination noted:

“Some of our members live off the Gourmet Escape in Margaret River, and we provide support to our members. The team and I had a conversation yesterday about this because we really need to start thinking about when this event changes or even stop. We have no influence because we do not have access to SGOV discussion on this particular event. Yet we get a lot of feedback from local industry that the event will eventually move elsewhere as its organisers die or move on (PC Margaret River).”

Others mentioned the displeasure of having visitors in their local community. For example, one Local Government interviewee commented:

“Look, the residential community can get annoyed, for example, we get local surfers upset coming to us; they have the place to themselves and then when there are many visitors, they do not like to share it and expect us to section parts for local residents’ use (GE Margaret River).”

An interviewee from one of the local business associations commented about the need for the community to understand what tourism might mean to a destination:

“I do believe there is a need to shift attitude amongst community members to recognize tourism as an important component of our community economy. The local community receives no consistent quantifiable messages about the value of tourism; they should realise that tourism does inject funds into our community and is keeping our businesses alive (LJ Denmark).”

The theme Things was the fifth ranked theme and the cluster contained four concepts (things (327/21%), market (91/7%), product (80/5%) and opportunity (70/4%)). The concept things recorded Highest Likelihood association with opportunity (29%). Market had the Highest Likelihood association with product (16%) whilst product recorded market as Highest Likelihood concept association.

Like product, the Highest Likelihood association for opportunity was to market (7%).

An examination of the text that contributed to the formation of this theme suggested what interviewees felt might enhance the tourism experience. Some contributions described collaboration, cooperation and engagement, as noted by several interviewees from one destination:

“Albany does not have a unified voice in tourism. We need one tourism body down here that is working as one region in promotion and each town complementing one another (RC Albany).”

“The opportunity of a hotel and a promenade; we do not have any first-class hotels; or even a second-class product. Things I would like to see here are an opportunity coming together of operators under a common objective and goal and more collaboration to market (GF Albany).”

“Things I want to happen are like having a local tourism organisation representative of operators and product in this region, say Denmark, Mt. Barker and Albany; I think this thing happening is critical to us (GC Albany).”

Some other contributors described benefits to their tourism sector if opportunities were to materialise or resources made available:

“The first is the impossible dream of making airfares more palatable to fly to Broome. There is an opportunity to do these things and we are trying in Broome to do that and to get everybody to play in the space of developing product packages (GC Broome).”

“Oakajee might happen, and this opportunity changed Geraldton overnight into things tourism. People said Oakajee is going to happen and investors bought hotels to refurbish, which is kind of happening, but with Oakajee delayed, people are standing back saying that they are not quite sure (KD Geraldton).”

“If we had more money and things like that, we would increase our destination marketing, which would mean that there is more awareness creation of the

product and this means there are more things out there to bring the market to Denmark (JN Denmark).”

“Indigenous communities right now have no opportunities for tenure or no right for the use of their properties to be able to take loans from the bank and to put things like new infrastructure, upgrade and create more product opportunity to come to market (NL Broome).”

The need for product awareness seemed evident, with some contributors suggesting this was a pre-requisite to successful tourism in regional destinations:

“I just think that we have product but nobody, or not enough people know about it. I think getting that product known and really focusing this in the Perth market is important because 80% of our business is the Perth market (GC Albany).”

“The first thing is that you have to have the tourism product, and within a hundred kilometres down here we have got surfing breaks. We have high-class wineries, food and wine offerings, we have The Caves; we have forests and so there is a multi-faceted tourism product in a small area in a naturally attractive environment and without that to sell; well, you have to have something to sell, you know. That is the starting point (GE Margaret River).”

The theme Policy contained two concepts (policy (19%) and strategy (18%)). Participant groups often used policy and strategy interchangeably. Policy was a less important theme in Figure 9.2. However, it had a close association to Tourism. Likelihood sentiment for Policy was ‘unfavourable’ (Table 9.7) and what a few contributors said might explain this:

“Anything policy or strategy in Broome is very reactive than pro-active I think, and it seems driven by interest groups within the different senior SGOV areas; I could not tell you how policy and strategy that came about (NL Broome).”

“There is a State Tourism Policy, but I am not familiar with it to be honest; but I am not sure because it could be the state tourism strategy; I do not know (KD Geraldton).”

“I do not know whether Western Australia has a tourism policy or a tourism strategy; I am not aware of anything like that (RC Albany).”

“We need good policy and we need good strategy for tourism to grow in Denmark. I do not think anyone at the coalface of tourism has any input into policy formulation (LJ Denmark).”

“Yes, absolutely. I think that tourism needs a policy in this town, and it should include digital marketing (PG Margaret River).”

One tourism business owner-manager operating in the Great Southern noted:

“The people in the industry themselves do not know about a policy or a strategy for tourism, and if you honestly got a group of the successful operators in a room and asked them all the things associated with tourism, not many would know who did what and what belonged to whom (SP Albany).”

The theme Work had one concept (work (290/18%)). The theme linked directly to the category FOLDER1_business associations and the concept's Highest Likelihood association was with operators (19%). The term applied broadly to issues of collaboration and cooperation between tourism operators, with several contributing stakeholders suggesting more is required:

“The Local Government actually runs the visitor-centre and operators are not involved. This has become the issue for Local Government here because they are not getting operators to work with them (RC Albany).”

“We are endeavouring to work with Albany but there are historic and current issues around collaboration between Denmark and Albany (LJ Denmark).”

“The only way we can try to overcome those hurdles is by working together and DTI in partnership with the Shire of Denmark are trying our hardest to encourage the City of Albany and the Shire of Plantagenet to join forces with Denmark (JN Denmark).”

The theme Operators, noted earlier in this section by virtue of its proximity and relationship to other themes, contained the concepts operators (92/7%), involved (82/5%) and stuff (65/4%). The operator concept's Highest Likelihood association

was with needs (9%). The concept involved was Highest Likelihood association with stuff (1%) whilst this latter concept had Highest Likelihood association with involved (4%). Needs, seen in Figure 9.2 in the theme Destination had a direct link to Work and the concept described tasks or activities that were perceived to be critical to regional tourism, as for example:

“Local Government needs to work with operators. You also need operators who are willing to be involved in this stuff; take those leadership roles financially too, but operators here that may not have the investment to plough into a solid marketing campaign (LJ Denmark).”

“I think operators do to a point but there is a great need for a lot of more work, and better work that needs doing. Many tourism operators here operate off their own back (RC Albany).”

“We believe that we can get the airline to come to an agreement but we need to suppliers to work together and cooperate with the proper packaging to achieve some more but this needs to have all key tourism players involved and this is a challenge (GC Broome).”

The theme TWA was in the top right-hand corner in Figure 9.2 with the TWA concept linked to the category FOLDER1_local agents of tourism. The Highest Likelihood association for the TWA concept was marketing (15%). As indicated earlier in this section, marketing was in the Destination theme. Marketing recorded a Likelihood unfavourable sentiment (8%) as some contributors explained:

“If I were to go to TWA and say I’ve got a marketing campaign, for example, you know I would like to sit down and talk about a strategy for Singapore, they would say go and talk to Australia’s South West; we are always referred back to the RTO; we have never had direct funding form TWA (PC Margaret River).”

“Well, I guess we need to get good support from TWA; only with scale can you probably get the investment dollars required to purchase appropriate professional services in relation to branding, marketing and promotion activities (DS Denmark).”

“We collect statistical information and I know other operators collect it too but there is no one that does anything with the information; when we look at the research statistics that we get from TWA, it can be old and certainly not specific to our region and irrelevant to our needs (GC Albany).”

“TWA tries to do the marketing for the destination of Western Australia but I think it is a very challenging state to do the marketing because it is so large and is so diverse and there are so many elements (NL Broome).”

The Accommodation theme contained two concepts, and these were accommodation (104/7%) and Perth (91/6%). Both these concepts had a Highest Likelihood association with market recorded at 12% and 8% respectively. As noted in earlier interviewee contributions, regional accommodation businesses were highly reliant on Perth’s metropolitan, seasonal markets. Seasonality affected all destinations including Margaret River, which is the closest to Perth and the most popular of regional tourism destinations.

“Margaret River is very recognized in Western Australia, and yet gets a lot more publicity now that it used to have (RS Broome).”

The local tourism association acknowledged that in season, Margaret River was indeed busy. However, it was not immune to seasonal factors from its domestic markets. Another destination within the South West tourism region experienced similar conditions.

“Our members tell me that winter in Margaret River has always been a challenge and a struggle because the majority of our market comes from Perth and when Perth people are travelling, they do not really want to come south (PC Margaret River).”

“In summer, we are very busy and I think we have a very good product in the Great Southern, but not enough people know about it. I think getting that product known beyond Perth and concentrating on marketing is essential because 80% of our business is the Perth market (GC Albany).”

Western Australia was the final theme, seen at the bottom of Figure 9.2. It contained one concept (Western Australia). The concept, connected directly with Tourism,

had an association with community and visitors found in the adjacent themes. Text data examination of community showed destination characteristics to a Western Australian context that were not directly relevant to this research. However, the association of Western Australia to visitors implied references to heightened international markets visiting the South West during the period of data collection that followed the Anzac Centenary Commemorations in Albany that attracted international visitations. As one contributor noted:

“Tourism WA has done some great stuff in terms of promoting Anzac and it is doing good stuff internationally in marketing Western Australia as a destination (LJ Denmark).”

The economic benefits associated with international visitors also seemed to be in the minds of other contributors.

“The ANZAC Centre is an international attraction that also reflects Albany’s historical significance, and the first European settlement in Western Australia. We have a number of points of difference to the rest of Western Australia and a lot of that is the agricultural, historical, heritage (MB Albany).”

“We have been promoting the idea of a major event for Western Australia with a focus on tourism in Geraldton that could also attract international visitors. The event might be a weeklong, sea-based event that encompasses Geraldton’s maritime history. It would include say, a Perth to Geraldton Yacht Race, the HMAS Sydney memorial - cultural, historical, and recreational, and Geraldton has the biggest fishing fleet in Western Australia (RJ Geraldton).”

9.7.3 Research question (RQ9): perceptions of concept importance

The second of the two research questions in this cross-case analysis asked:

What did each participant group feel was most important to them to accomplish tourism success, and what was their sentiment about those features they considered important?

The Second Project examined participant groups. The relational data were used to identify the most important concepts that emerged from the analysis. As noted in

the case narratives, concepts that appeared closer to a category were considered more important to that category, but less important to other categories. Accordingly, concept prominence was used to assess the importance to each category. Table 9.9 shows prominence scores for the top five concepts that emerged in each of the participant groups' categories. There were eleven single category concepts, while three concepts were found in two categories. One concept was found in three categories.

Table 9.9: The top five ranked concepts by prominence for participant groups

Local Government concept (prominence score)	Business Associations concept (prominence score)	Agents of tourism concept (prominence score)	Business Owner-managers concept (prominence score)
community (1.5)	development (1.4)	destination (1.8)	industry (1.3)
visitors (1.4)	policy (1.3)	work (1.7)	town (1.3)
strategy (1.1)	town (1.2)	strategy (1.5)	money (1.3)
region (1.1)	business (1.2)	things (1.1)	business (1.3)
tourism (1.1)	region (1.1)	region (1.0)	people (1.2)

The prominence score is the measure of Relative Frequency (%) and Strength (%) of the most prominent concept in the category.

A prominence score greater than 1.0 indicates that co-occurrence happens more often than by chance. (concepts are not independent)

Local Government in the five destinations saw *community* and *visitors* as near equally important. An examination indicated a strong association of both concepts to the local context in tourism destinations. A possible reason might be the importance of intrastate (mainly Perth) visitors to regional destinations. Moreover, Regional Development Commission plans included tourism, and this meant Local Governments needed to develop tourism strategies. Local Government also felt strategy, region and tourism as an industry sector were equally important.

Business Associations focused on development. An examination of the concept showed associations to marketing and regional development and infrastructure. While these participants felt policy was important, they were not familiar with their region's tourism policies. As noted earlier, policy was closely associated to strategy. Indeed, in some instances, participants used these two words interchangeably. Business associations also felt their town was an integral part of the tourism offering, often setting the tone for the region. They noted tourism's importance to the general business environment and suggested the local community relied on tourism.

Destination had the highest prominence score in the Agents of tourism category. It seems destination is associated with infrastructure development and marketing, particularly when these agents felt co-operation and collaboration (work) were

critical to growing tourism. This implied Local Governments in regional towns and tourism businesses need to work collaboratively. The prominence score range in this category suggested the need for a stronger emphasis on destination rather than on the region.

The industry concept rated highest in Business Owner-managers category. It was interesting that prominence scores in this category were close, suggesting the concepts had nearly equal importance. Industry felt natural assets attracted visitors. However, as was common in many tourism destinations, seasonality was having a negative impact on the business environment. Business Owner-managers considered their ability to invest in their businesses was important and that their businesses contributed to the economy of the destination. Some felt the residential community did not recognise tourism’s benefits and that Local Government did not do enough to support tourism operators.

Table 9.10 shows the favourable and unfavourable sentiment to the concepts for each participant group. On balance, Local Government participants’ views were unfavourable. While Local Governments were supportive of tourism, they relied on the State Government and its agencies for financial and material resources. Except for one destination (Margaret River), Local Government funded its visitor information centre, but it did not contribute to destination marketing, which was seen as the responsibility of Regional Tourism Organisations under direction of TWA.

Table 9.10: Favourable and unfavourable *Likelihood* sentiment in participant groups

Local Government (Likelihood)	Business Associations (Likelihood)	Agents of tourism (Likelihood)	Business owner-managers (Likelihood)
Favourable (17%)	Favourable (20%)	Favourable (19%)	Favourable (44%)
Unfavourable (29%)	Unfavourable (19%)	Unfavourable (18%)	Unfavourable (33%)

**Only identifies sentiment terms that are relevant and used consistently in processing text analysis*

The remaining participant groups had a more favourable sentiment toward tourism, although only by a narrow margin in the case of the Business Associations and the Agents for Tourism. Business Owner-managers had the most favourable sentiment.

9.8 Conclusion

This chapter presented the results obtained from the cross-case analysis. It discussed the approach to the cross-case analysis using the interview data files that were examined and analysed in the within case analysis of the study's tourism destinations. The first project categorised the data files into five folders, each representing a tourism destination. The second project categorised the data files into four folders, each representing a participant group. As the data in the destinations' project and in the participant Groups' project were identical, the name-like and word-like concepts, Counts (text segments) and Relevance scores were common to both projects.

The concept maps for the destinations' and participant groups' projects were explored and a general description of the two-dimensional landscape map of the themes and the relationship of the themes was provided. This was followed by an examination of the themes, concept composition found in each theme cluster and the relationships between the themes and concepts to the data categories.

The final chapter presents the results. Factors that participants perceived as positively or negatively having an impact on regional tourism development were rated between low and high for each of the research questions examined here. The implications of these results on State Government and Local Government respectively are explained and this is followed by recommendations and the conclusion of this study.

Chapter Ten

Results, Implications, Recommendations and Conclusions

10.1 Introduction

A feature of this study is the time during which it was undertaken, as data were collected after the Federal Government's initiative to develop Australia's Long-Term Tourism Strategy 2020 and after the release of the Western Australian State Government's Strategy for Tourism 2020. These events heightened awareness of tourism and were discussed broadly during the period in which the data were collected, especially in regional tourism destinations where economies had been negatively affected by the end of the mining and resources boom, which had also impacted negatively on regional tourism. Thus, the present study has important implications.

In Chapter Three, it was noted that qualitative analysis and its findings could be generalised when participants are intentionally selected based on their appropriateness to ensure a comprehensive contribution to the emerging theory (Morse 1999). An example of this, based on grounded theory, was used to show professional knowledge can be transferred from being a practitioner to being a teacher of that practice (Glaser 1978 in Moorese 1999 p. 5) and where a process is applied to new conditions (Morse 1999). In this study, the researcher looked at the knowledge about policy and strategy in multiple destinations and found it was a fit for the topic and allowed a comparison the issues being examined. It follows, according to Morse (1999), that the knowledge gained can be generalised.

However, and on a relevant note, contemporary tourism enquiry using qualitative research may be subject to "crisis of representation" (Wilson et al. 2020 p. 796) in how this is reflected. Wilson et al. (2020, p. 798), who worked on Denzin and Lincoln's earlier framing of qualitative research development, recognised that the majority of approximately 1500 qualitative papers in over 50 tourism journals were

representative of “blurred genres”. These genres were described as “positivist thinking, multiple perspectives and voices in tourism, an emergence of multiple-type tourism, with interviews being commonplace and the researcher’s voice still largely absent” (Denzin and Lincoln 2011, 2018; Phillimore and Goodson 2004; Mura and Khoo-Lattmore 2018; Mura and Pahlevan Sharif 2015, pp. 798-799). This is what this present study used in its approach.

10.2 The results: The within case analysis

All study participants spoke a great deal about the importance of having good policy and an appropriate strategy for tourism and expressed strong, but often mixed positive and negative, views about governments’ political and bureaucratic processes. They collectively stressed the negative consequence of some local government processes in their respective destinations that impacted on and limited their ability to develop tourism. However, participants were unanimous in their desire for tourism success, although acknowledging there were communication, collaboration, and accountability issues within their destinations.

Interestingly, participants generally interpreted tourism success from an economic perspective and suggested such success would bring more jobs and help keep regional communities sustainable. This was particularly noted in Geraldton and Albany, where tourism was not a major part of their economy, although Albany had received a boost in tourism because of the ANZAC Centenary Commemorations in 2014, just prior to when this study was undertaken. This had helped Albany recognise tourism’s importance. On the other hand, Broome’s tourism industry had been negatively affected by the decline in mining and resources exploration-development and this had highlighted tourism’s contribution to their economy. In Denmark and Margaret River, tourism was the biggest economic driver and, hence, tourism success was crucial to creating a sustainable economy. These participants spoke of the need to develop their destination as a year-round attraction, as this would grow the local economy.

Despite talk about having tourism policies and strategies, most were not familiar with these things and policy and strategy were not well understood. Indeed, there

was a lack of clarity of what policy and strategy represented, with very few participants having sufficient awareness of the content that was in the State Government's Strategy for Tourism 2020, and how the strategy's initiatives and outcomes might affect regional tourism.

10.2.1 Tourism planning, managing, and monitoring

Historically, WA's tourism planning has been led by the State Government through TWA. Such plans included efforts to develop and market regional tourism destinations. However, TWA restructured its operations in 2003, focusing on marketing WA interstate and internationally and delegating the intra-state and interstate marketing of tourism destinations to five Regional Tourism Organisations (RTOs) that were set up as non-government organisations for this purpose. These government funded membership entities operated from Perth and reported to TWA. Table 10.1 shows some issues relevant to tourism policy planning obtained from the historical documents and interview data. The Table shows the importance of each issue (rated between low and high) found in the tourism destinations examined here.

No documents were found that suggested regional tourism development had been formally assigned to another government department and participants supported this when asked. However, with changing governance structures (a whole-of-government direction) and new approaches to regional development, tourism has increasingly been on government agendas (e.g., the State Government's tourism strategy (Tourism 2020)). Regional destinations believed tourism was a primary responsibility of the State Government, as it needed public-sector led policymaking. Despite a demonstrable amount of tourism planning within State Government agencies and local governments, the destinations examined had little knowledge of regional tourism plans' content or detail and little understanding of how this planning was to be implemented. Tourism 2020 was not well understood at a destination level.

Table 10.1 Significant issues in tourism policy planning

	Broome	Geraldton	Albany	Denmark	Margaret River
A shared understanding of tourism	low-medium	low-medium	low-medium	low-medium	medium-high
RDC (Economic) planning	medium-high	high	medium-high	medium-high	high
Local Government planning	high	low	low	medium-high	low
State Government influence	high	low-medium	low-medium	low-medium	medium-high
Local Government influence	medium-high	low	low	medium-high	low
Regional Tourism Organisation	low	low	low	low	low
Local Tourism Organisation	low	low	low	high	high
Local Business Association	low	low	low	low-medium	low
Tourism industry	low	low	low	low	medium-high
Managing and monitoring tourism	low	low	low	low	low

Following the release of Tourism 2020, State Government Agencies developed regional tourism plans. While these plans included conceptual aspirations, they were generally tactical in nature and were not very informative about how tourism ideas and concepts might come together. Planning efforts varied between regions and, indeed, between destinations, as did engagement between Government Agencies and departments. RTOs played very minor roles in destination planning and had little engagement with Local Government Authorities (LGAs), Local Tourism Organisations (LTOs) or the local tourism industry, even though RTO membership was open to the industry.

Destination planning by LGAs was being prepared and presented in ways that provided little information about how the plans would be implemented. LGAs acknowledged tourism's positive impact on their destination. However, they were reluctant to accept responsibility for developing tourism and LGA participants often drew attention to Local Government's inability to fund tourism development without State Government financial support. There was a lack of knowledge and awareness as to what State and Local Governments were doing for tourism at a destination level, which suggested tourism plans were not well communicated or implicit in nature and these were often prepared without formal consultation processes that engaged industry or the community. Participants frequently mentioned a lack of consensus about the planning and delivery of tourism policy and strategy, suggesting there was no knowledge about "who was doing what" and that the power imbalance between providers and government often created negative impacts.

LTOs operate in Denmark and Margaret River. Margaret River's LTO is industry-led and considered to be very effective. It develops marketing policies and strategies each year that have broad support from its members, local government, its business association, special interest groups and other relevant associations servicing tourism. In contrast to Margaret River, Denmark's LTO was formed and led by Local Government when an industry LTO was already in place. Interestingly, Denmark's Local government led LTO did not have the same level of support from industry, business associations, the tourism community and other relevant groups as was found in Margaret River.

There was scepticism about local government's tourism-related policymaking and its involvement in tourism, even though local governments in four of the five destinations financially supported, managed, and operated Visitor Centres. Participants wanted their local governments to do more for tourism and drew attention to the limited involvement they had in tourism. Despite its claimed importance, tourism seemed to have a low status within local government. There was no evidence to suggest tourism information sharing occurred, although this could have happened within some of the smaller informal special interest groups. The five destinations studied did not have resources allocated to managing and monitoring tourism.

Local Government also appeared slow to adopt the State Government's direction to develop policies and strategies for tourism and participants suggested local government left this type of planning to the Regional Development Commissions, particularly in the regions in which tourism was not a Local Government focus. Tourism seemed to be a discretionary activity for local government, even in Margaret River, where tourism was the lowest ranked priority and had a minimal budget. Evidence of tourism success was anecdotal and there was little effort made to understand the dynamics of the local tourism industry.

10.2.2 A positive tourism environment

A positive tourism environment was important to success. However, participants admitted they did not always feel positive about tourism's development in their destination. They felt they were unimportant compared to the Perth metropolitan

region and that State Government efforts were mainly directed to interstate and international markets.

Participants also felt a positive tourism environment improved tourism business performance. They suggested State Government participation and financial support (e.g., funding and grants) was critical and they used Broome and Margaret River as examples of destinations where the State Government had financially supported tourism. Interestingly, government funding of the National ANZAC Centre and grants to upgrade Albany had generated a more positive environment, as people were more aware of Albany through State Government marketing and promotion and this had brought more tourists and contributed to the community's better understanding of tourism's value. Table 10.2 shows the issues drawn from the interview data and anecdotal inferences collected in the destinations and shows their level rated between low and high as perceived by participants.

Table 10.2: Significant issues for a positive tourism environment

	Broome	Geraldton	Albany	Denmark	Margaret River
State of tourism industry	low-medium	low-medium	medium-high	medium-high	high
State of other industry	low-medium	low-medium	medium-high	medium-high	medium-high
Tourism WA	high	low-medium	low-medium	low-medium	high
RDC (Economic)	medium-high	low	medium-high	low	medium-high
Local Government	medium-high	medium-high	medium-high	high	high
Industry capability	medium-high	medium-high	medium-high	medium-high	medium-high
Industry membership and participation	low-medium	low-medium	low	low-medium	medium-high
A shared vision for tourism	low	low	low	low	medium-high
Destination marketing and promotion	medium-high	low	low	low-medium	medium-high
Protecting the destination environment	medium-high	low-medium	medium-high	medium-high	medium high
Community membership and participation	low	low	low	low	low-medium

Participants suggested industry capability was needed to create a positive tourism environment. Margaret River and Denmark were 'tourism towns,' as tourism was the largest sector in the area's economy. Albany was also suggested to have a positive environment due to increased visitor numbers and greater exposure created by the ANZAC Commemorative Centenary and the establishment of new and revitalised historical attractions. Geraldton's positive tourism environment appeared to stem from the State Government's commitment to State-wide tourism growth and Local Governments' desire to develop the tourism sector. However, despite State and Local Governments' commitment to tourism and the funding of local tourism strategy formulation, Broome participants did not support the tourism

vision suggested by government. Consequently, Broome was not seen as having a positive tourism environment.

Local Government commitment to creating a positive tourism environment was generally high but was highest in the two destinations in which tourism was critically important to the economy (i.e., Denmark and Margaret River). Even so, these two destinations' participants did not feel Local Government had the capability or resources to create a positive environment. Participant providers in Albany, Denmark and Margaret River emphasised the need for industry to have a significant role in policy and strategy development, working with Local Government. This view was stronger where formal LTOs existed (Denmark and Margaret River). Participants also recognised the need to manage and monitor tourism performance. However, no formal processes were found in any of the destinations. Destinations with LTOs and, therefore, some form of engagement between LGAs and the tourism industry, seemed to be more likely to have special interest groups.

10.2.3 Tourism supply-planning

It was generally felt supply-planning would be helped by having a tourism policy and strategy. However, perspectives varied, which was not surprising given the nature and roles of the groups involved in this research (e.g., local tourism policymakers and the beneficiaries of these policies). However, some common elements were found in destinations, namely there was:

1. A lack of appropriate accommodation alternatives.
2. A desire for new tourism infrastructure.
3. An aspiration for funding, so major events could be undertaken.
4. A recognition of a need to renew public and private tourist facilities and amenities.

Table 10.3 shows the levels of concern participants had about the effort being shown in their destinations. Interestingly, they suggested supply planning by private

investment might be dependent on government’s involvement in tourism and this could be clearly seen in Albany, Geraldton, and Margaret River

Table 10.3: Significant issues in tourism supply planning

	Broome	Geraldton	Albany	Denmark	Margaret River
Supply planning concerns	medium-high	medium-high	medium-high	low-medium	low-medium
State Government funding of major Infrastructure	low-medium	low-medium	low-medium	low	low-medium
State Government funding of major events	low-medium	low-medium	low-medium	low	high
Statutory and regulatory services support	low-medium	low-medium	low	low	low-medium
Industry and community consultation	low-medium	low	low	low	low-medium
Quality/range of accommodations/restaurants	medium-high	low-medium	low-medium	medium-high	medium-high
Quality and range of public facilities and amenities	low-medium	low-medium	medium-high	medium-high	low-medium
Improving tourism offerings	low	low	medium-high	medium-high	medium-high
Local Government upkeep of public facilities	low-medium	low-medium	medium-high	medium-high	medium-high
Local Government ownership of tourism assets	low-medium	low-medium	medium-high	medium-high	low-medium

Local Governments felt tourism was important to them but spending on tourism was a fringe activity and only minimal budgets were allocated. New tourism infrastructure was rare; generally, only seen in the provision of visitor centres that were often operated as membership organisations. Local Government relied on State funding when developing infrastructure and needed access to State Government regional grants for infrastructure upgrades and when holding major events. This was particularly noted in Broome, Albany, and Margaret River and in the Midwest region (Geraldton). Denmark participants recognised State Government funding was required to create a new major iconic attraction to stimulate interest in the destination and its surrounds, as the natural environment the destination offered was not enough to increase visitor numbers.

Tourism business operators attempted to negotiate their needs with Local Government when they wanted to develop their tourism businesses. They found State and local statutory and regulatory policies contradictory, especially those related to buildings and building improvements. There were no processes that differentiated one destination from another in the implementation of policy. Participants had a strong appetite for progress and there was a desire to improve the range of tourism offerings. Views about the upkeep of public facilities varied except for Albany, which had just completed a renewal program of its tourism public assets through Federal and State Government funding of the ANZAC Centennial Commemorations. Local Government was in the business of tourism in all destinations, as they owned and operated caravan parks and other tourist facilities.

In Albany and Denmark, local government operated all key attractions and the airports, while, in Margaret River, many public tourist facilities (and attractions) were operated by local tourism organisations.

10.2.4 Tourism collaboration

Collaboration was a significant issue and participants acknowledged its importance to tourism. They were aware of collaboration efforts in tourism networks but were often unclear as to who was leading such development. Participants thought LTOs should lead tourism because of their marketing function and those in destinations that did not have an LTO felt their visitor centres should take this role. Table 10.4 shows the types of tourism collaborative relationships participants identified in their destinations.

Table 10.4 Significant issues in tourism collaboration

	Broome	Geraldton	Albany	Denmark	Margaret River
Tourism WA with destination	medium-high	low-medium	low-medium	low-medium	medium-high
RDC with Local Government	medium-high	medium-high	low-medium	low-medium	medium-high
Among Local Government within tourism region	low	medium-high	low-medium	low-medium	medium-high
Among Local Government outside tourism region	low	low	low	low	low
Local Government with LTO	n/a	n/a	n/a	high	low-medium
Local Government with local tourism industry	low	low	low	low	low-medium
Visitor Centre with local tourism industry	medium-high	medium-high	low	low	medium-high
Special interest groups activity	low-medium	medium-high	medium-high	medium-high	medium-high
LTO and local industry	n/a	n/a	n/a	medium-high	high
Within local tourism industry	low-medium	low-medium	medium-high	medium-high	medium-high
RTO with LTO	n/a	n/a	n/a	low	low
RTO with Local Government	low	low	low	low	low

Table 10.4 shows collaboration efforts varied between destinations and were generally higher when TWA showed a strong interest in the destination. However, tourism was not well communicated in any of the destinations and, consequently, the impacts of collaboration were hard to assess. Each destination differed in its characteristics and approaches to meetings with government. State Government influence was relatively high in Broome and Margaret River and Local Government influence was relatively high in Albany and Denmark. Interestingly, Local Government in Margaret River allowed industry to manage its tourism program and was not involved in any financial way with the LTO or the visitor centre. Collaboration in Margaret River was high, as was community support and volunteering engagement when major events were held in the destination. Indeed,

the LTO and the visitor centre operated as one unit and information collected anecdotally suggested the LTO was “a champion of tourism”. Industry knowledge and experience was a strong factor in the collaboration between industry players, especially in Albany, Denmark, and Margaret River.

10.2.5 Conflicts of interest

Participants pointed out conflicts of interest and a lack of consensus around tourism development across multiple levels, especially in destinations that were still in a development stage. It was, therefore, not surprising to find limited cooperation and collaboration within the industry, as can be seen in Table 10.5.

Table 10.5 Perceived conflicts of interest in tourism destinations

	Broome	Geraldton	Albany	Denmark	Margaret River
Visible conflicts of interest	high	low-medium	low-medium	low-medium	low-medium
Consensus on tourism	low	low-medium	low-medium	low	low-medium
Industry cooperation and collaboration	low	low-medium	low-medium	low-medium	low-medium
State Government influence	medium-high	low-medium	low-medium	low-medium	medium-high
Local Government influence	low-medium	low-medium	low-medium	low-medium	low-medium
Destination importance to economic region	high	high	high	medium-high	medium-high
Local Government as asset manager/operator	low	low-medium	high	low-medium	low-medium
State vs. Local Government compliance/regulation	low	low-medium	low-medium	low-medium	medium-high
Local Government vs. Industry compliance/regulation	low-medium	low-medium	medium-high	medium-high	low-medium
Regional variables	low	medium-high	medium-high	medium-high	medium-high

Many participants felt the State Government was more interested in Broome and Margaret River, which meant other destinations were concerned about getting support for their tourism activities. Changes in State Government departments’ structures had attempted to correct this imbalance without much success. The RDCs supported tourism in several Local Government municipalities within their economic regions. This shifted power to Local Government and suggested Local Governments were involved in tourism regardless of whether a destination was a tourism town. Local Government in the smaller tourism destinations (Albany and Denmark) and their neighbouring towns and Geraldton and its neighbouring towns felt sub-regional structures would be better able to deliver tourism because this would give them a greater ‘voice’ with State Government.

However, participants also felt such sub-regional relationships were fraught with mistrust and a lack of communication, particularly when smaller destinations vied for control of the structures. Participants also felt Local Government was guided by

the State Government’s state-wide tourism development policies, which they did not feel encouraged tourism development in their destination.

10.2.6 A better tourism destination

Table 10.6 shows the issues participants considered important to make their area a better destination. A primary factor was a need for State Government support for developments that might attract visitors. For example, the State Government was considered critical to the development of infrastructure that would improve access, such as affordable air travel and upgrades to road systems. There was a lack of clarity about the direction tourism was taking, despite the plans developed by RDCs and there was some concern about how Local Government should be involved in the delivery of tourism programs.

Table 10.6 Perceptions of what would make a better tourism destination

	Broome	Geraldton	Albany	Denmark	Margaret River
State Government support	high	medium-high	medium-high	medium-high	high
RDC (Economic development)	high	high	medium-high	medium-high	high
Destination policy to encourage tourism	medium-high	low	low	low-medium	medium-high
Encourage tourism investment	low	medium-high	medium-high	low-medium	low-medium
Encourage other industry investment	high	high	high	low	low
Destination focus on tourism	high	low-medium	low-medium	high	high
Communicating a vision of tourism	high	low-medium	low-medium	low-medium	high
Destination marketing and promotion	high	low	low	low	high
Environmental Sustainability	high	high	high	high	high
Seasonality impacts on tourism	high	high	high	high	high
Destination ease of access	high	low-medium	high	high	low

Participants had an expectation that Local Government should undertake such efforts and be more supportive of industry by ensuring regulations facilitated the industry when it invested in growing businesses. They also drew attention to the strong focus on tourism development in their destinations, but felt Local Government was not doing enough. In Broome, it was very evident that State and Local Governments had attempted to create a vision for tourism and had developed a strategy, but local participants felt there was no strategic vision that was shared by all stakeholders.

Participants considered destination marketing to be one of the most important issues facing them in their attempts to make their area a better destination. This was especially apparent in Margaret River, where the industry driven LTO was very

active in engaging with State Government agencies in securing funding for tourism projects. Broome had a marketing strategy but had no resources to implement the strategy. Geraldton, Albany, and Denmark did not have marketing plans. The environment was paramount in all destinations. However, seasonality, which Butler (2001, p. 5) has defined as “a temporal imbalance in the phenomenon of tourism which may be expressed in terms of visitors and their expenditure”, was a crucial issue. Participants were concerned about seasonality because of its negative impact, especially in destinations highly reliant on leisure tourism (e.g., Margaret River and Denmark).

10.2.7 Tourism success

Participants suggested strongly that the State Government’s involvement was critical to them achieving tourism success. Documentary and interview data suggested Cabinet (State Government) was thought to place high importance on tourism, but that this importance diminished as it flowed down to lower government levels. The economic downturn in mining and resources in WA had a negative impact on regional tourism, affecting the corporate tourism sector. Many regional destinations, particularly those that had experienced the strong negative impacts of the downturn, felt (leisure) tourism could be an alternative and most tourism observers agreed with this. While Blackman et al. (2004, p. 67) suggested regional tourism requires “substantial long-term government support and (good) planning processes”, these were not evident in the present study. Unfortunately, there was not always a clear understanding of the realities that come with tourism.

Table 10.7 Significant issues for tourism success

	Broome	Geraldton	Albany	Denmark	Margaret River
State Government engagement	medium-high	low-medium	low-medium	low-medium	medium-high
Leadership for tourism in destination	low-medium	low-medium	low-medium	low-medium	medium-high
LTO (Local Tourism Organisation)	n/a	n/a	n/a	low-medium	medium-high
Destination policy and strategy for tourism	high	n/a	n/a	n/a	n/a
Destination marketing	medium-high	low-medium	low-medium	low-medium	high
Destination management	low	low	low	low-medium	low-medium
Local Government support and participation	low-medium	low-medium	low-medium	low-medium	low-medium
Skilled and experienced tourism operators	low-medium	low-medium	medium-high	medium-high	medium-high
Community understanding of tourism	low-medium	low-medium	medium-high	medium-high	high
State Government sponsored events	medium-high	low	low-medium	low-medium	high
Tourism supply variables - attractions and amenities	low-medium	low-medium	medium-high	medium-high	high

Table 10.7 shows what participants felt was important for them to achieve success. The Table shows the effort participants observed for each issue, which are not listed in any order. However, participants in the ‘successful’ and ‘unsuccessful’ destinations felt inadequate funding was a major hurdle. Participants in Margaret River and Broome (considered priority destinations by State Government), as well as Albany (leading up to the ANZAC Centenary Commemorations), relied heavily on the State Government funding infrastructure development. In these destinations, Local Government provided limited funding, despite tourism’s importance. Indeed, in Margaret River, Local Government did not see tourism as a priority spending area.

Wilson et al. (2001, p. 134) identified several factors that contribute to success in tourism destinations, suggesting “a good tourism package” was essential and “a key to putting together a good tourism package is having a community that appeals to tourists.” They described a community as all relevant stakeholders in a destination, noting:

“A ‘successful’ community (in a tourism destination) is one that has established an effective infrastructure to support tourism. An ‘unsuccessful’ community is one with substantial natural and cultural resources, but has not established, for whatever reason, the economic, political and community-based infrastructure necessary to support tourism development (Wilson et al. 2001, p. 137).”

This was a ‘truism’ in the tourism destinations examined here. However, participants in some destinations remained uncertain about who was responsible, despite significant efforts to develop tourism. Only Broome had a tourism strategy, and this was seen to be ‘owned by government’ and not by local stakeholders. Margaret River did not have a strategy in the same way as Broome, although it did have a destination marketing plan developed by its LTO that included the management, administration, and development of key strategic tourism assets in the Margaret River region. Geraldton, Albany, and Denmark had neither a tourism nor a marketing strategy. Broome’s tourism strategy was funded by government, while Margaret River’s marketing strategy was developed and funded by its members. As such, much greater support of tourism was seen in Margaret River.

Lankford (1994, p. 35) suggested tourism in rural destinations should reflect residents' perceptions and preferences and that "if government decision makers are in disagreement with businesses and residents, the goals of community development are hard to achieve." Local Government in Albany and Denmark were seen by some participants (industry and associations) as 'controlling' tourism and this was attributed to a lack of industry participation. Albany's Local Government did not support the formation of a formal industry driven LTO as they owned and operated the destination's key strategic tourism assets. Attempts to create a formal LTO that was also involved in the management of tourist facilities were resisted by Local Government.

However, in Denmark, Local Government had established and funded a new LTO and put aside a long-standing volunteer tourism group that had operated the visitor centre. This did not have the support of industry or the community. Participants attributed Margaret River's popularity and tourism success to its LTO, which had full responsibility for destination marketing and for the visitor centre, as well as managing and developing tourism attractions. These activities enabled the LTO to be self-sufficient and to generate a surplus that was invested in tourism attractions, which helped attract additional funding from the State Government. This situation was different to traditional destination management organisations that usually have a non-profit orientation (Pike 2012).

Adeyinka-Ojo, Khoo-Lattimore and Nair (2014) suggested research among rural destination stakeholders was needed to determine the challenges and complexities in establishing management and marketing organisations. They argued State and regional organisations were limited in their ability to undertake effective tourism development and tourism marketing and this was evident here, as participants and informants at regional level drew attention to the low levels of collaboration between TWA and the RTOs. Moreover, even when TWA communicated with Local Governments (e.g., in Broome and Margaret River), this did not necessarily lead to more collaboration among the destination's stakeholders.

The need to improve our understanding of how tourism destinations are made and marketed has been well documented by Blain, Levy and Ritchie (2005).

Remarkably, the first local destination known to have a formal promotion and marketing organisation was Blackpool (England) in 1879 (Cross & Walton 2005), which was used to “collect tax purposely to fund the promotions and advertising of the town’s attractions” (Adeyinka-Ojo, Khoo-Lattimore & Nair 2014, p. 152). This practice was evident in Broome and Margaret River, but not in the remaining destinations. Many participants suggested destination marketing in regional towns was challenging and that such programs required substantial funding, which only the State Government could provide.

Wang (2008) identified nine roles for destination marketing organisations in small destinations (i.e., “organiser, information provider, brand builder, convener, facilitator, organiser of marketing campaigns, an agent for collective marketing funding, a partner and team builder and network management organiser”). The UNWTO (2014) suggested LTOs were generally responsible for destination management and marketing in smaller geographic areas. Various sources provided evidence of destination management’s importance (as differentiated from destination marketing) because of a world-wide growing tourism industry and the reliance placed on tourism in many developing and developed economies (e.g., Ritchie & Ritchie 1998; Ritchie & Crouch 2003; Bornhorst, Ritchie & Sheehan 2010). Consequently, Adeyinka-Ojo, Khoo-Lattimore and Nair (2014, p. 155) added another role to the Wang (2008) DMO model, suggesting LTOs should also be “tourism product developers”. They argued this was particularly important for rural (regional) destinations because “individual rural destinations (are) often too small to form a critical mass required of a primary destination” (Cai 2002 in Adeyinka-Ojo, Khoo-Lattimore and Nair (2014, p. 156)). This study found only two destinations had some form of destination management or marketing plan (i.e., Broome and Margaret River) and the outcomes from these plans were very different.

10.3 The results: the cross-case analysis

The previous section identified the policy components across the five destinations examined here. This section highlights Concept Prominence in the two projects

undertaken in the cross-case analysis (i.e., prominence categorised by destination and participant group).

10.3.1 The destinations’ perspectives: important concepts for regional tourism success

The data collected from all destinations were categorised by destination and analysed as one project within the Leximancer analysis. As noted earlier, the most prominent concepts within a category are identified through a Prominence score. It was also noted that when such a score is greater than 1.0, co-occurrences happen more often than by chance, suggesting the concepts are not independent. Prominence scores are only relevant when viewed within a category and, accordingly, a score cannot be interpreted as a measure across the categories shown in this analysis (destinations).

Table 10.8: The top five ranked concepts regional destinations considered important for destination tourism success

Destination	Concept <i>(Prominence Score)</i>	Concept <i>(Prominence Score)</i>	Concept <i>(Prominence Score)</i>	Concept <i>(Prominence Score)</i>	Concept <i>(Prominence Score)</i>
Broome	industry (1.9)	policy (1.6)	people (1.1)	time (1.1)	destination(1.1)
Geraldton	strategy (1.7)	visitors (1.4)	work (1.4)	things (1.2)	town (1.2)
Albany	region (1.4)	marketing (1.3)	time (1.1)	destination (1.1)	things (1.0)
Denmark	development (1.7)	community (1.6)	marketing (1.4)	business (1.4)	tourism (1.2)
Margaret River	region (1.2)	business (1.2)	people (1.0)	town (1.0)	work (1.0)

Destination Tourism Likelihood Sentiment: Favourable/Unfavourable
Broome: 21%/26%; Geraldton 14%/13%; Albany: 20%/15%; Denmark: 20%/15%; Margaret River: 20%/14%

Table 10.8 shows the most important concepts for each destination. These are listed on the left-hand side of the table, and the concepts are ranked (by prominence score) from left to right. A footnote to Table 10.8 identifies the percentage of ‘favourable’ and ‘unfavourable’ text segments found in the analysis. The concepts suggested the tourism destinations showed individual characterisations of what each considered, or perceived as, an important element that help make their destinations successful.

A speculative interpretation might also be that the concepts for each destination were associated with the tourism development stages relevant to the destinations. If this is so, the issues of concern reflected in a concept may be temporal. However, this raises the importance of a destination policy for tourism and, further, that policy analysis is an ongoing process as a function of destination management.

The first column in Table 10.8 shows the most prominent concepts identified for each of the five destinations. For example, in Broome, industry (1.9) reflected the greatest level of concern for tourism success because the tourism industry was fragmented over the direction tourism was taking and industry did not have a shared vision of how tourism would be developed despite having the Broome Tourism Strategy 2014 (policy (1.6) was the second most important concept). Other concepts were people (1.1), time (1.1) and destination (1.1). However, these concepts had low prominence scores and, although relevant to Broome's tourism success, these concepts were not as important as the tourism industry and the development of a policy that could be supported by all stakeholders. The Likelihood sentiment analysis suggested perceptions of tourism were more unfavourable (26%) than favourable (21%). Broome was in the development lifecycle stage and this was supported by the within case analysis findings.

Equally, Geraldton's focus was on the Midwest Tourism Development Strategy 2014, which is shown in Table 10.8 (strategy (1.7)). Historically, Geraldton was a popular seaside tourist destination, especially for inland communities in the Midwest region. However, as other coastal tourism destinations evolved (e.g., Margaret River), Geraldton became a resources and mining town with its seaport used for minerals and agricultural export. The economic downturn in resources had a severe impact, as tourism visitation was closely associated with corporate and government travel. Accordingly, leisure travel (visitors (1.4)) became a priority and Geraldton can be in the rejuvenation stage in its lifecycle. The results suggested substantial work was required to rejuvenate leisure tourism and concept prominence supported this, as can be seen in Table 10.8.

The evidence collected suggested Geraldton's tourism success was coming from a focus on a regional strategic approach to tourism development that relied on the Abrolhos Islands that, at the time the research was undertaken, was aspirational in nature. This might overshadow other aspects of tourism development that may benefit the destination in the shorter term. However, some suggested actions were in place to develop the town (1.2). Tourism Likelihood sentiment in Geraldton was 14% favourable and 13% unfavourable

The Albany data suggested infrastructure development in the form of the National ANZAC Centre had brought tourism benefits. Indeed, the within case analysis suggested tourism business operators benefitted from the National ANZAC Centre. However, a focus on the regional development of tourism was also seen as important for the region (1.4) (i.e., the Great Southern) to distinguish itself from the Southwest Tourism Region. Albany believed improved marketing (1.3) was essential to further tourism success. Participants felt the ANZAC Centenary Commemorations showed Government's responsibility for tourism. Historically, and like Geraldton, Albany is in a rejuvenation stage and the measure of Likelihood sentiment of research participants in Albany was 20% favourable and 15% unfavourable, which may be attributed to the substantial infrastructure addition of a national attraction.

Denmark is within the Great Southern economic region, as is Albany. However, it is in a development stage and tourism is a critical element of its economy. Consequently, tourism development (1.7) from an infrastructure perspective was important to grow tourism (shown as concept: tourism (1.2)). Interestingly, another speculative interpretation here would be that community (1.6), marketing (1.4) and business (1.4) were equally important ways through which tourism could be grown. It is not surprising that Denmark participants had a similar Likelihood sentiment score to Albany (i.e., 20% favourable comments and 15% unfavourable comments).

Margaret River was the most stable tourism destination (seen as a successful tourism destination) in this study and Prominence score across the top five concepts were within a narrow range and were the lowest of the five destinations. Indeed, the most important of the five top concepts were region (1.2) and business (1.2), suggesting or even re-affirming the need to focus on expanding an already successful geographic region and making tourism a sustainable business to ensure its ongoing growth.

10.3.2 Participant groups’ perspectives: important concepts for tourism success in regional destinations

The interview data were also categorised by participant groups to obtain an understanding of stakeholders’ views of the concepts they considered important to successful tourism in regional destinations. Table 10.9 shows the most prominent concepts for each participant group ranked from left to right by their prominence scores. The footnote to Table 10.9 also shows the percentage of favourable and unfavourable text segments found in the data. A scan of the concepts by category provides insight into what each participant group saw as critical to tourism success.

Table 10.9: The top five ranked concepts participant groups considered important for regional tourism success

Participant Groups	Concept <i>(Prominence Score)</i>	Concept <i>(Prominence Score)</i>	Concept <i>(Prominence Score)</i>	Concept <i>(Prominence Score)</i>	Concept <i>(Prominence Score)</i>
Local Government	community (1.5)	visitors (1.4)	strategy (1.1)	region (1.1)	tourism (1.1)
Business Associations	development (1.4)	policy (1.3)	town (1.2)	business (1.2)	region (1.1)
Agents of Tourism	destination (1.8)	work (1.7)	strategy (1.5)	things (1.1)	region (1.1)
Business Owner-managers	industry (1.3)	town (1.3)	money (1.3)	business (1.3)	people (1.2)

Participant Groups Tourism Likelihood Sentiment: Favourable/Unfavourable
Local Government: 17%/29%; Business Associations: 20%/19%; Agents of Tourism: 19%/18%; Business Owner-managers: 44%/33%

It is not surprising Local Governments’ focus was on community (1.5) and visitors (1.4), which are at the heart of tourism. The documentary data reviewed in the within case analyses also supported the need for Local Government to adopt a tourism strategy (strategy (1.1)). However, Broome was the only destination to have a tourism strategy. A regional approach (region (1.1)) to developing tourism (tourism (1.1)) was also evident in the documentary data. The Likelihood sentiment analysis of context blocks text data found Local Governments’ perceptions of tourism were more unfavourable (29%) than favourable (17%), suggesting Local Government has a challenging environment within which to create tourism success.

The Business Associations supported tourism (development (1.4)) and having policies (policy (1.3)) that would help the development of tourism. Some advocated the role of tourism policy to State Government, as Local Government was ill-equipped to develop tourism without State Government support. They also considered regional towns (town (1.2)) as central to successful tourism (e.g., Denmark, Broome, and Geraldton) and to creating sustainable tourism business

(business (1.2)). Business Associations had a balanced sentiment between favourable (20%) and unfavourable (19%) views of tourism success.

Agents of Tourism, which included local tourism associations and destination visitor centres, were focused on destination features (destination (1.8)) and on developing a capability to meet visitors' needs and expectations. They also considered the need for collaboration and co-operation (work (1.7)) among tourism stakeholders as critical to tourism success. They also emphasised a need for a tourism strategy (strategy (1.5)). However, only one destination (Margaret River) had a workable destination marketing strategy. Indeed, while this group emphasised the need for destinations to provide experiences that were unique to their location but were also looking outwards towards regional attributes. Like the Business Associations, Agents of Tourism had a balanced sentiment between favourable (19%) and unfavourable (18%) views.

The prominence scores suggested Business Owner-managers felt tourism success could be achieved through a few concepts (industry (1.3); town (1.3); money (1.3) and business (1.3)). Like the Agents for Tourism, Business Owner-managers emphasised the need for a strong and capable industry that collaborated on challenges, especially during low seasons. They highlighted the negative impacts on tourism when business did not operate during low seasons and the impact this had on their destinations. Further, they suggested many business owner-managers had little understanding of regional tourism cycles and this impacted on their ability to survive. By and large, the analysis suggested these business owner-managers were individually successful and wished to be engaged with the business of tourism. Indeed, business owner-managers had a very favourable sentiment (44%), although they also had a high unfavourable sentiment (33%).

These results suggest tourism planning has a great deal of participant support in all destinations. However, this was still at a stage where, while State Government departments attempted to give more status to regional tourism, Local Government were passive and relying on State Government. Participants acknowledged the importance of tourism and wanted a positive environment. However, this was found

to be fraught with issues around institutional arrangements for policy formulation and delivery, collaboration, and potential conflicts of interest.

Further, the destinations varied in what they considered important to achieve tourism success, the outcomes (see Table 10.8) of which were identical between the within case and cross case analyses. These outcomes appeared to reflect issues that may not necessarily be long term. However, the issues appeared to be closely related to the development stage of tourism within the destinations. Similarly, participant groups felt success factors for tourism were closely associated with their organisation's purpose (see Table 10.9) (e.g., Local Government considered the community and visitors as most important, while Business owner-managers considered the state of industry and the appeal of the town as most important to them).

10.4 The study's implications and contributions

The results have important policy and strategy implications for those concerned with creating good governance practices and promoting sustainable tourism development in regional destinations. These are discussed in subsequent sections.

10.4.1 The state government and its departments and agencies

Tourism public policy in WA is characterised by changing relationships and governance environments. Tourism has high status among cabinet ministers and the TWA, but this status seems to diminish as tourism moved through other State Government departments and agencies. The whole-of-government approach, which implies government ministries and departments approach tasks collaboratively, has been described as “the tool to make government work better” (apsc.gov.au 2019). The Australian government noted the biggest challenge of this approach is that “policy choices faced by government are those that cross traditional boundaries between cabinet ministers and state and territory level of government” (apsc.gov.au 2019). So, it was not surprising to find that, despite tourism's national importance, the transfer of policies between national and state and territories levels and local government is a difficult task.

Australia's National Long-Term Strategy for Tourism 2009 was an urgent reaction to address Australia's declining tourism against a backdrop of rising global tourism. This sense of urgency for WA's tourism industry, which has traditionally lagged its Eastern States counterparts, directed WA's Tourism 2020 Strategy and policy and strategy seemed legislated in an unsettled and over-enthusiastic space. Recent state government regional planning has also been characterised by reorganisation, role changes and, sometimes, staff changes. There were connections within the government hierarchy, but such networks were complex and difficult to determine, which led to poor communication and a lack of clarity. Indeed, government strategy was often seen as contradictory across departments. Further, after TWA relinquished its regional tourism development role to concentrate on state marketing, regional tourism development was not officially made the responsibility of another state government department, although the RDCs did undertake some tourism development planning. However, some resistance to tourism planning by EDCs was found in Albany and Denmark.

Policy and strategy take place in institutional settings and cannot ignore environmental dynamics (Stevenson, Airey & Miller 2008). Bramwell (2006), Dredge (2006) and Dredge and Jenkins (2003) applied a broader theory to show the importance of the local environment and suggested stakeholders' interactions, networks, and creativities and how they communicate these are, indeed, aspects of policy making. Politics strongly influences tourism policy and strategy and, consequently, policy and strategy were an optional activity and planning was done on the periphery. Destination stakeholders often found it hard to determine the direction tourism was taking and did not know who managed tourism. The RDCs and other state government departments attempted to develop tourism plans. However, these were often not well coordinated and even contradictory. Destination stakeholders had little understanding of the institutional environment that created tourism policy and strategy. Indeed, policy and strategy at a state government level was generally not well communicated to lower levels of government. This lack of understanding had a negative impact and led to industry fragmentation and a mistrust of government at a destination level.

Government are key policy actors (Bramwell & Lane 2011; Nunkoo & Ramkissoon 2010) and TWA, through the TROs, is responsible for marketing regional destinations. However, as Pike Steven (2008) noted, there is often a lack of focus on marketing regional destinations, as they vary greatly in character, culture, and profile, which was true here. Further, the interviewees suggested the RTOs had many resource restraints (e.g., time, finances, and staff) that reduced their ability to perform this role. None of the destinations managed tourism, or indeed had processes that might have attempted to measure tourism performance. Even in the most successful tourism destination (Margaret River), neither local government nor the local tourism association were able to provide performance assessments. This study found evidence that tourism business owner-operators were often reluctant to share tourism performance statistics. However, they acknowledged its relevance to understanding tourism in their destinations. The historical tourism data used was produced by Tourism Research Australia, but this was usually two to three years old.

Tourism destination management requires effective strategies that support cooperation and collaboration between government and industry (Jamal & Getz 1999; Bramwell & Lane 2011). This was a difficult task in four of the destinations (Broome, Geraldton, Albany, and Denmark) because the industry was fragmented and had limited expertise or critical mass. In contrast, Margaret River was large enough and had many members that supported and trusted the local tourism organisation. Its LTO operated and managed tourism profitably without financial support from local government. Therefore, this LTO had responsibility for tourism and had some authority.

However, Margaret River's LTO did not attempt to collect data, as it felt tourism business owner-operators would not cooperate. Margaret River had a destination leader in its LTO which other destinations lacked. However, as Valente, Dredge and Lohmann (2015, p. 135) noted in their study of RTOs in Brazil, "commitment to and implementation of governance principles can be uneven" and tourism leadership is "closely connected to and dependent on aspects of destination policy and governance." It seems the RTO concept is ambiguous and hard to define, as tourism is found in groups and individuals with vested interests.

This suggests destinations might combine their resources to develop regional tourism (e.g., Albany and Denmark in the Great Southern and Geraldton and other destinations in the Midwest), with each having an LTO to undertake regional marketing. This was evident in Margaret River, where the LTO marketed the Margaret River region, which is made up of six adjacent tourism towns. This highlights the importance of having a destination tourism policy and strategy (Bornhorst, Ritchie & Sheehan 2010). However, the study suggested the RTOs were distant from their tourism destinations (having little communication with local government or LTOs where they were present (Margaret River and Denmark)). Thus, the importance and significance of local government's role in setting tourism policy, strategy, and governance, which is discussed next, cannot be overlooked.

10.4.2 Local Government in tourism destinations

The local governments recognised tourism's importance to their destinations' economy but, when asked what they did for tourism, they were unclear about their role in developing and delivering tourism policy and strategy. Local government saw its role as a provider of services to help tourism (e.g., the maintenance and upkeep of public facilities and attractions) and none had a comprehensive knowledge of tourism. They felt the responsibility for, authority for and knowledge of tourism in their destination was found in the visitor centre, particularly in the destinations that did not have an LTA (Broome, Albany, and Geraldton). Denmark's LTO was a local government department (as was the case in Albany) and it was only Margaret River's LTO that operated as a destination marketing organisation and approached the role of a destination management organisation.

Further, the local governments often did not have the will to manage and develop tourism (e.g., Geraldton and Margaret River) or attempted to manage tourism without the engagement and participation of stakeholders, including their communities (e.g., Broome, Albany, and Denmark). While local government acknowledged tourism was a growth opportunity, it viewed tourism as a state government responsibility, often citing their inability to fund tourism development and that any form of infrastructure development had to be driven by state government. This was evident in the destinations that enjoyed some measure of

state government contribution and funding (e.g., Broome, Albany, and Margaret River). In general, political leadership for tourism at a destination level was low despite local government's funding commitments to destination visitor centres (except for Margaret River). Moreover, local government spending on tourism was at the lower end of their spending priorities.

Nonetheless, local government often owned and operated tourism assets, most notably caravan parks and/or chalet accommodation. For example, the local government in Albany owned and operated all the region's public attractions and tourist amenities and, as a result, saw itself as 'managing' tourism. In Albany, local government's engagement with industry was the lowest among the destinations. Added to this was industry's lack of trust in local government's ability to manage tourism. Industry felt it was not being looked after, as it had no representation, as local government did not support a formal LTO. The Broome and Geraldton destination did not have LTOs, although Broome had formed a tourism industry leadership group whose purpose was to develop a tourism strategy in which local government had an involvement. In Margaret River, the LTO was industry-led and driven through membership and the participation of tourism businesses. It also managed the destination's public attractions, enabling it to raise the funds needed to undertake marketing and maintain these attractions without local government support. Thus, while local government supported tourism, it made no financial commitment and was not greatly engaged with industry, although there was some evidence that Margaret River's local government was investigating how its role might be developed so it had greater influence.

Western Australia's economic regions and tourism regions were established within a year of each other, although these regions did not share the same boundaries. However, local government municipalities leaned towards the economic regions and these regions differed in the priority given to the tourism sector. Local governments belong to one tourism region and another economic region and, because of this, destinations felt they had problems getting the attention of the State Government in matters of tourism.

10.4.3 Regional tourism Destinations

Tourism has been hyped as a 'high-interest' item and a priority for the destinations examined. Its importance to the destinations was recognized by all research participants. However, evidence suggested there where was a section of the community that opposed further development of a visitor economy. Noticeably, many participants were not familiar with the notion of tourism policy or even its existence. Despite this, they considered tourism policy was important and that tourism policy could bring success. The policy formulation concept was not well understood, and knowledge of the Western Australian Government State Tourism Strategy 2020 was limited. The development of a tourism policy was broadly perceived as a State Government responsibility and participants were aware of the efforts made by State Government in marketing WA, but when asked whose responsibility it might be to develop tourism in their destination, they were unmindful of whose responsibility it was to develop tourism in their destination.

Of the five destinations examined, Broome had a strategy to develop tourism (Broome Tourism Strategy 2014), which was led by a purposely set up group (the Broome Tourism Leadership Group or BTLG) that included State Government, local government, regional and local associations, and industry members. However, the group was dominated by government and the dominant players in tourism and, consequently, local associations and some industry sectors resisted the direction tourism was taking. Indeed, a vision for tourism development was not shared and participants noted little progress had been made since the Strategy was developed. Indeed, there was no evidence to suggest how the Strategy would be implemented. Additionally, the BTLG was not seen as an LTO because of its composition. In Broome, the visitor centre was the destination's tourism activity centre and was well supported. Participants felt the Strategy had not been successful but were hopeful this would change as industry began to understand that fragmentation limited opportunities for cooperation and collaboration.

Geraldton did not have a tourism policy or strategy and relied on State Government initiatives. Tourism development was led by the Midwest Regional Development Commission (MRDC) and local government sought to align itself with the State

Government's tourism objectives to enable it to access resources (financial and otherwise) that would enable tourism infrastructure development in Geraldton and the region. Indeed, local government believed the development of the Abrolhos Islands into a major tourism attraction would be very beneficial. While industry had a renewed interest in tourism development, tourism operators suggested Geraldton did not have the tourism infrastructure and accommodation that would encourage longer visitation to alter the perception that visitors only stopped in Geraldton on their way further north. However, its visitor centre actively engaged with tourism operators through membership and the formation of informal special interest groups.

There was no evidence to suggest Albany had a tourism strategy and references to tourism development were part of economic development. In contrast to other destinations, Albany had heightened tourism visitation because of the ANZAC Centenary Commemorations, which included the establishment of the National ANZAC Centre. Consequently, there had been extensive marketing and promotion undertaken by the Federal Government and the State Government. Local government received government grants to build the Centre and renew visitor attractions and amenities. Benefits from such activity were viewed positively by industry. However, industry did not feel local government was proactive about tourism, as it did not support the formation of a formal LTO. Indeed, local government owned and operated all visitor public attractions, including its regional airport. Albany's visitor centre was operated as a local government department and, as such, it was not proactively engaged with industry. Indeed, Albany had no engagement policy to support its tourism industry.

In Denmark, local government was pro-active about tourism, as the sector was a major contributor to the destination's economy, as primary industry had declined. There was no evidence to suggest local government had a development policy or strategy for tourism. Still, for local government, tourism had become increasingly important and it built a new visitor centre and established an LTO. However, this was not overwhelmingly supported by tourism stakeholders, as it was controlled and managed by local government, an arrangement like Albany's arrangement. This raised concerns among local associations and a substantial sector of the industry

that, in the past, had managed the visitor centre. Indeed, local government was criticised for not undertaking community engagement in the development of tourism.

Margaret River had a destination marketing strategy prepared and implemented by its LTO and, because of this, destination marketing was supported by the destination's stakeholders. The LTO was a 'knowledgeable and authoritative' tourism organisation that was not solely administrative, as it also managed tourism attractions, but was also on the tourism forefront, as it managed the visitor centre.

Some tourism destinations were 'town-centric' (e.g., Broome and Margaret River), while some destinations were had a regional approach to tourism development (e.g., Albany, Denmark in the Great Southern economic region, and Geraldton in the Midwest economic region). Participants felt they were closer to their local government than they were to TWA, but they also believed local government did not do enough for tourism. Further, local government seemed to be more associated with their RDCs than they were with the Regional Tourism Organisations that represented TWA.

Consequently, participants felt economic regions were more important to them than were regional tourism organisations. Indeed, participants were inclined to think tourism regions did not serve a purpose, as these regions did not reflect the variety of tourism environments WA could offer visitors. While the RDCs were increasingly important to tourism development, this study found the contribution to tourism varied and that greater emphasis on tourism was evident in the SWDC and the MWDC than in the KDC or the GSDC.

10.5 Managerial recommendations

Tourism policy studies have taken a top-down approach (e.g., Elliot 1997; Xiao & Smith 2007), which suggests policy-makers had control (Hogwood & Gunn 1984) or a bottom-up approach (e.g., Jackson & Murphy 2006; Jamal & Getz 1999), which suggests local communities were the first concern (Lipsky 2010). This study suggested tourism policy and strategy were top-down (e.g., the national tourism strategy handed down to the States and Territories and then to local governments).

However, the analysis also suggested stakeholder consultation processes had been used in formulating the Western Australian Government Strategy for Tourism 2020, suggesting there were also bottom-up aspects, although there was no evidence that these regional tourism stakeholders were consulted in formulating strategy.

10.5.1 State government and its departments and agencies

The changing state of government systems in Australia (Whole-of-Government) was the backdrop when this study was undertaken. Government has acknowledged that policy implementation is a challenging task (www.pmc.gov.au/government/policy-implementation) and this seemed particularly so in tourism, where the policy-making environment is often distant from where tourism policy is implemented (e.g., States, Territories, and the tourism destinations). Consequently, policy implementation may require institutional innovation, including a deeper analysis of policies to enable policy transfer between National and State Governments. As in all Australian States, Western Australia's government has established Regional Development Commissions (RDCs), with the federal government also playing a role in regional development through Regional Development Australia (RDA) Committees. The RDA Committees, acting as intermediaries with federal government, are co-located with RDCs in Western Australia. However, the results suggested the RDCs' involvement in tourism planning was 'inherited' because of changing government systems and without a formal delegation of responsibility for tourism development and the support of critical resources to do the job. The state government's tourism agency (TWA) has refocused its efforts on marketing Western Australia nationally and internationally. While it operates RTOs for each of WA's tourism regions, its focus is not on the regions.

The nature of government is often temporal, but tourism planning requires a distant horizon. Inevitably, a change of government, as well as changes within government departments and agencies, often gives rise to staff changes that inhibit a government's initiative and ability for such long-term planning. However, an incoming government could counteract short-termism by appointing a dedicated

tourism body that focuses on long-term regional tourism development, rather than asking a government department to take on tourism as an additional role. Such a department would need to have appropriate expertise and an ability to direct high-level tourism projects, allowing strategic high-level tourism projects to be positioned for success as the department could oversee such projects and obtain the support of the networks that is needed to ensure their success.

Enabling and maximising the impact of such efforts might require a re-alignment of regional boundaries for economic development and tourism development. This is likely improve interactions between state government departments, such as the RDCs, with local government throughout the state. This re-alignment of boundaries would support tourism development from a regional perspective by integrating tourism plans in destinations into regional economic plans. The ability, influence, and effectiveness of RTOs (as representatives of TWA) in regional destinations remains questionable and, consequently, these might be replaced with destination management and marketing organisations that interact effectively with local governments. However, for this to happen, tourism requires higher status in local governments than was evident in this study.

Institutional Innovation Policies: State Government and its departments and agencies

The study suggested several actions for these agencies, namely:

1. A clear course of action needs to be formulated to facilitate tourism policy transfer between national tourism government bodies and state tourism government departments and agencies.
2. A clear direction that distinguishes which state government department or agency is responsible with the oversight for developing tourism state-wide is needed.
3. State Government (department or agency) need to ensure critical resources (expertise and capability) are in place by appointing a dedicated tourism body (external) that focuses on long term regional tourism development.

4. Regional tourism boundaries should be aligned with regional economic development boundaries, as this would allow Local Governments to work more effectively with their regional economic development counterparts.
5. The State Government tourism agency for marketing needs to continue facilitating regional destination marketing through its RTOs working alongside the newly established DMMO.
6. The State Government department for regional economic development needs to support regional sustainable tourism development infrastructure in association with Local Governments.

10.5.2 Local government in tourism destinations

Despite the high level of support for tourism, local government must accept the need to manage destination tourism (facilitating planning, marketing, and monitoring). Indeed, political leadership for tourism in local government is critical to destination tourism, as is local government's resolve to engage with its tourism industry and its business and residential communities. Clearly, the destinations studied in this project showed a wide-ranging imbalance in their efforts to support tourism. It was noticeable that state tourism planning and strategies have had minimal impact on regional tourism destination development and local government might do well to examine the state of policy and strategy for tourism and facilitate its transfer to their destination and, in so doing, avoid ambiguity and interpretation in its destination policy making. This requires local government to make sense of State and regional tourism policies and to develop workable plans from which the destination's tourism stakeholders can develop their businesses. In undertaking this task, local government needs to assess and manage contradictory stakeholder tensions and the asymmetric power distribution in policymaking. Indeed, tourism oversight is critical to all forms of successful tourism and LTOs play a vital role in tourism development. As suggested earlier, LTOs need to become the destination management and marketing organisation tasked with planning, operating and marketing the destination.

The LTO's functions should help a destination develop tourism policy. As was clear throughout this study, tourism destinations have individual characteristics and, consequently, a destination requires an ecosystem balance (i.e., a state of stability among its elements that contribute to the tourism product and the environment in which tourism needs to operate). Further, because of this individuality, the structures and practices that shape policy and strategy will differ between destinations. This means frameworks for managing and marketing tourism become relevant to the destination and its stakeholders, highlighting the need to adopt a strategic approach (the how and where) to destination planning. What does this all mean? Creating successful tourism needs "government" to support destination development. It also needs successful tourism communities in a destination. In doing this, a tourism destination will be defined by the characteristics relevant to its tourism industry.

Institutional Innovation Policies: Local Government in tourism destinations

The study suggested several actions for local governments, namely:

1. Local Governments should recognise the need for them to facilitate planning, marketing, and monitoring of tourism in their municipality.
2. Local Governments should accept the need to examine the State's tourism policy and strategy, make sense of these activities, and facilitate their transfer to their destination by preparing workable plans.
3. Local Government needs to ensure the destination's tourism ecosystem is in balance, as this is unique to each destination.
4. Local Governments needs to create local destination management and marketing organisations (DMMO) to ensure the necessary expertise is available at their destinations.
5. Local Government need to work with industry leaders, managing the distribution of power and lessening conflicts of interest, as this is likely to create more successful tourism communities.

6. Local Government need to support tourism infrastructure development in association with the State Government.

10.5.3 Further recommendations

Local government overwhelmingly supported tourism as an important part of the local economy. If this is the case, any local government serious about developing tourism needs to dedicate resources to tourism development and retain oversight through appropriate economic development structures. This might mean local governments should appoint Tourism Chief Operating Officers, whose primary responsibility would be to develop the approaches needed to take account of the views of all destination stakeholders.

Local government needs to support the establishment of a destination management and marketing organisation that has the responsibility to manage, monitor and market tourism with the support of local government and state government. This should improve certainty about direction and help obtain clarity, consensus, and congruence among destination tourism stakeholders.

Local government should also promote the importance of tourism policy and assist tourism stakeholders engage with and understand tourism policymaking and policy content. This would require local government to work with industry leaders, managing the distribution of power and lessening conflicts of interest within the industry. Finally, there is a need for the local and state governments to support infrastructure development and key tourism leaders if a destination is to grow tourism in a sustainable way.

This research also found that, when the destinations were revisited, local government staff had moved on, suggesting staff were often not long enough in tenure to oversee the implementation of long-term policy initiatives. Further, tourism as an industry does not necessarily hold on to staff long-term, reducing its ability to develop a cohesive policy implementation, highlighting a need for locally based destination management and marketing organisations.

10.6 Conclusion

Tourism policy and strategy are critical issues for tourism destinations (Crouch & Brent Ritchie 1999) and setting such policies is a government responsibility. The inspiration behind this research was to investigate the effectiveness and impact tourism policy and strategy had in Western Australian regional tourism destinations. To do this, the study looked at tourism policy and strategy at the three levels of government (i.e., federal, state, and local). The Federal Government established a committee to develop the National Long-term Tourism Strategy 2010 that Australian States and Territories were encouraged to adopt and implement. The WA State Government's tourism strategy was launched in 2012 and this research examined stakeholders' expectations and perceptions of the impacts of these strategies in five coastal regional tourism destinations. This chapter summarised the results and learnings that emerged from this examination.

The approach undertaken was to investigate the processes governments used to develop tourism policy and to understand its journey through the three layers of government. Consequently, investigations started with an analysis of tourism policy process at a national level (Appendix B) and at a State level (Appendix C), before investigating policy and strategy at a regional tourism level. The aim behind this approach was to understand how tourism policy and strategy occurred in regional tourism destinations and to determine how regional tourism destinations developed. The research focused on stakeholders' perceptions of policy and strategy and the actions stakeholders took consequently. Overall, it was found that, in destinations where resources were directly applied to tourism functions, (e.g., marketing plans, management of tourism attractions and having major events); there was a sense of 'realism' in their tourism efforts.

The study used a qualitative research strategy, taking an inductive approach because this is considered useful in situations in which the research topic is debateable and contextual. Although the research was driven by prior research, triangulation was applied through the examination of documentary tourism and tourism related data, conducting semi-structured interviews with tourism stakeholders, and undertaking in-depth case study analyses. The important issues of the research context were

addressed in a variety of ways (Yin 2003; Eisenhardt 1989a). As a final check, a BWS exercise, which is discussed in Appendix E, was undertaken some two years after the initial data had been collected to confirm these conclusions.

In situations where the objective is to discover what is happening and how this is happening, exploratory studies are a valuable way to obtain intuitions that prompt more questions and assess the phenomena being explored from different perspectives. Five destinations were examined (Broome, Geraldton, Albany, Denmark, and Margaret River) and these case studies examined internal resources (e.g., local government, local business associations, local tourism organisation and owners/owner-managers of tourism business) and external resources (e.g., the State government and its departments and agencies). Case studies can be used to provide description and create theory (Eisenhardt 1989a) and to study any form of strategy approach and how internal structures might be altered to accommodate such a strategy. This method is also more useful when seeking a better understanding of the research context (Yin 2003).

10.7 Future research

A feature of this study was its timeliness, as interest in tourism was heightened with the publication of the National Long-Term Tourism Strategy 2009/2010 and the subsequent publication of the State Government's Strategy for Tourism in Western Australia 2012. These publications heightened awareness of tourism and were a catalyst to the findings of the research and the subsequent destination development of the cases examined here. However, future research is needed to improve our understanding even further. Such studies might include:

1. Longitudinal studies of the tourism destinations examined in this research and further investigations into individual stories within these regional destinations. Such studies that show how stakeholder interact to develop and deliver tourism policy would deepen our understanding of the processes between one destination and another.
2. An examination of regional tourism destinations in other geographic areas (e.g., New Zealand, Tasmania, and Queensland). Such studies would

suggest if different policy-making characteristics assist tourism success in different areas.

3. Further research could use more interpretive, in-depth analysis of texts, words, and methods to examine the type of data collected here in different ways.

Appendices

Appendix A: Summary of National, State and Local Government Tourism Plans	286
Appendix B: The Tourism Eco-system	287
1.0 Introduction	287
2.0 Australian tourism policy	289
3.0 A long-term strategy for tourism	291
4.0 The tourism eco-system	291
5.0 The strategic pillars for tourism growth	298
6.0 Making sense of policy and strategy relationships in tourism	299
7.0 Conclusion	301
Appendix B1: National Tourism Documents	302
Appendix C: Tourism in Regional Western Australia	304
1.0 Introduction	304
2.0 Regional boundaries for tourism and economic regions	304
3.0 Plans for the tourism regions	309
3.1 Tourism WA	309
<i>Tourism Western Australia Pathways Forward Strategic Plan 2003-2008</i>	
<i>Tourism Western Australia Strategic Plan 2005-2010</i>	
3.2 Tourism WA: Destination Development Strategies	310
<i>Australia's North West: Broome 2007-2017</i>	
<i>Australia's Coral Coast: Geraldton 2007-2017</i>	
<i>Australia's South West: Albany, Denmark and Margaret River 2007-2017</i>	
3.3 Tourism 2020: A Discussion Paper (TTF)	313
<i>Tourism WA Regional Development Resources 2007-2008</i>	
<i>Tourism WA Annual Report 2009-2010</i>	
3.4 Tourism WA: Destination Development Priorities	314
<i>Australia's North West: Broome 2010-2015</i>	

	<i>Australia's Coral Coast: Geraldton 2010-2015</i>	
	<i>Australia's South West: Albany & Denmark, and Margaret River 2010-2015</i>	
	3.5 Western Australian Government Tourism Strategies	316
	<i>State Government Strategy for Tourism 2020 in Western Australia 2012</i>	
	<i>Tourism WA Caravan & Camping Strategy (The Brighthouse Report) 2012</i>	
	<i>Tourism WA Cruise Shipping Strategy 2012-2020</i>	
4.0	Tourism plans for economic regions	319
	4.1 The Kimberley Region and Broome	319
	<i>Regional Development Australia Kimberley Strategic Plan 2013-2016</i>	
	<i>Kimberley Development Commission Strategic Plan 2013-2016</i>	
	<i>Kimberley Development Commission Regional (Investment) Blueprint 2014</i>	
	4.2 The Mid-West Region and Greater Geraldton	321
	<i>Mid-West Geraldton-Greenough Tourism Strategy 2009-2019</i>	
	<i>Mid-West Investment Plan 2011-2021</i>	
	<i>Mid-West Tourism Development Strategy 2014</i>	
	<i>Mid-West Annual Report 2014-2015</i>	
	<i>Mid-West Regional Blueprint 2015</i>	
	4.3 The Great Southern Region, Albany and Denmark	324
	<i>Regional Development Australia: A Great Southern Regional Plan 2013-2018</i>	
	<i>Department of Regional Development Great Southern: A region in profile 2014</i>	
	<i>Great Southern Development Commission Regional Blueprint 2015</i>	
	4.4 The South West Region and Margaret River	326
	<i>Great South West Edge National Landscape 2013</i>	
	<i>Tourism Futures South West 2013-2018</i>	

Department of Regional Development South West:

A region in profile 2014

South West Development Commission Regional Blueprint 2014

5.0	Tourism and Local Government in the regions	328
6.0	Conclusion	332
	Appendix C1: State Tourism Documents	334

Appendix D: The Case Study Protocol	336
1.0 Overview of the Case Study project	336
1.1 Aims and background	336
1.2 Previous research into tourism policy and strategy, and tourism success	337
1.3 Definitions of tourism, tourism success and tourism destination	340
1.4 The case as the unit of analysis	343
1.5 Research questions	343
1.6 Significance and innovation	348
1.7 Building theory from case study research	349
1.8 A pilot case study for this research	351
1.9 The conceptual framework for the case studies	351
2.0 Field Procedures	352
2.1 Case study selection: Western Australia	353
2.1.1 <i>Broome</i>	
2.1.2 <i>Geraldton</i>	
2.1.3 <i>Albany</i>	
2.1.4 <i>Denmark</i>	
2.1.5 <i>Margaret River</i>	
2.2 Gaining access to tourism organisations, key individuals and interviewees	355
2.3 Having sufficient resources to collect data	358
2.4 Check list for data collection	358
2.5 Procedures for arranging interviews	359
2.5.1 <i>Participant Recruitment letter</i>	
2.5.2 <i>Participant Consent Form</i>	
2.6 Schedule for data collection activities	363
2.7 Guidelines for unforeseen circumstances	363
2.8 Case study questions	364
3.0 Indicative Case Study Report Structure	367
3.1 Criteria for exemplary case study	368
3.2 Preliminary case study report composition and design	368

3.3	Limitations of this procedure	369
	Appendix E: Best-Worst Scaling	370
1.0	Introduction	370
2.0	Aspect Importance	371
3.0	Standardised Best-Worst Scores	371
4.0	The Heterogeneity of Factor Importance	372
5.0	Conclusion	374

List of Tables in Appendices

Appendix C Table 1: The destinations examined in this study relative to the tourism and economic regions respectively	308
Appendix C Table 2: Strategies to increase visitor numbers in regional Western Australia	317
Appendix C Table 3: The destination lifecycle stage and tourism characteristics	331
Appendix C Table 4: The destination annual average visitation 2001-2008	331
Appendix E Table 1: BWS Results	370

List of Figures in Appendices

Appendix B Figure 1: National Long-Term Strategy for Tourism	290
Appendix B Figure 2: Western Australia's Eco-Tourism System	293
Appendix B Figure 3: The Seven Strategic Pillars for Growth	298
Appendix B Figure 4: Elements in the tourism policy-making process	300
Appendix C Figure 1: Western Australia's tourism regions	305
Appendix C Figure 2: Western Australia's economic regions	306
Appendix D Figure 1: The research model showing stakeholders and tourism success factors in Western Australia's current structure for tourism	342
Appendix E Figure 1: Importance and heterogeneity of tourism factors	372
Appendix E Figure 2: Histogram for the importance attached to strategic planning	373

Appendix A: A summary plan of published documents for tourism examined in this study

Destination	Broome	Geraldton	Albany	Denmark	Margaret River
Tourism Region	Australia's North West	Australia's Coral Coast	Australia's South West	Australia's South West	Australia's South West
Economic Region	Kimberley	Midwest	Great Southern	Great Southern	South West
Informal start to tourism planning	1980s	Early 1900s	Early 1900s	1950s	1950s
Government and NGO Planning	Strategy and Planning Documents				
State Government	Department of Fisheries 1998				CSIRO AMR Sustainable Futures 2004 CSIRO AMR Case Study 2005
State Government (Tourism WA)	TWA Pathways Forward 2003-2008 TWA Strategic Plan 2005-2010				
State Government (Department of Regional Development)	Department of Regional Development - Action Plan for Regional Development 2006				
State Government (Tourism WA)	TWA Destination Development Strategies 2007-2017 TWA Destination Development Priorities 2010-2015				
Federal Government	National Long-Term Tourism Strategy 2009/2010				
State Government (Tourism WA)	Listening, Looking, Learning 2006-2010 (Aboriginal Tourism) Making a Difference 2011-2015 (Aboriginal Tourism) Regional Events 2011				
State Government	State Government Strategy for Tourism in Western Australia 2012				
State Government (Tourism WA)	TWA Caravan & Camping Strategy 2012 TWA Cruise Shipping Strategy 2012				
State Government (Department of Fisheries)	Department of Fisheries 2012				
State Government (WAPC)	Western Australian State Planning Commission (WAPC) State Planning Strategy 2014 Western Australian State Planning Commission (WAPC) Tourism Planning Guidelines 2014				
State Government (Regional Development Commissions)	KDC Strategic Plan 2013-2016 KDC Regional Blueprint 2014	MWDC GG Tourism Strategy 2009-2019 MWDC Investment Plan 2011-2021 MWDC Tourism Dev. Strategy 2014 MWDC Regional Blueprint 2015		DRD Great Southern 2014 GSDC Regional Blueprint 2015	DRD South West 2014 Great South West Edge Landscape 2013 SWDC Tourism Futures SW 2013-2018 SWDC Regional Blueprint 2014
Federal Government (Regional Development Australia Councils)	RDA Kimberley Strategic Plan 2013-2016	(Involved with MWDC)	RDA Great Southern Regional Plan 2013	RDA Great Southern Regional Plan 2013	(Involved with SWDC)
Local Government	Tourism Initiative Report 2009 Tourism Admin. Policy 2012 Economic Profile 2012 Environmental Mgmt. Strategy 2012-2017 Old Broome Development Strategy 2014 Corporate Business Plan 2015-2019 Strategic Community Plan 2015-2025 Tourism Admin. Policy 2015 Local Planning Strategy 2016 Cable Beach Dev. Strategy 2016	Accommodation Study 2008 City-Centre Vibrancy Strategy 2012 Greenough to Cape Burney Strategy 2013 Making Geraldton RV-Friendly 2014 Local Planning Strategy 2015 Low Impact Rural Tourism 2015	Tourism Strategy 2005-2010 Local Planning Strategy 2010 Significant Tourism Sites 2010 Economic Development Strategy 2013-2017 Community Strategic Plan 2013-2023 Corporate Business Plan 2014-2018 Community Perceptions Report 2015	Project Brief for Tourism Strategy 2010 Tourism Planning Strategy Stage 1 Local Planning Strategy 2011 Strategic Community Plan 2013 Policy Manual 2015/2016 Strategic Briefing Forum Notes 2016	Community Strategic Plan 2015-2033 AMR Local Tourism Strategy 2015 Operational Plan & Budget 2016-2017
Local Tourism, Local Business and Local Community Organisations	Broome CCI 2011-2014 Broome Tourism Strategy 2014 (BTLG) Broome Future Limited 2015	Geraldton CCI (No documents)	Albany CCI (No documents)	Denmark CCI (No documents) Denmark Tourism Inc. (No documents)	AMR CCI (No documents) AMR Tourism Association

Appendix B: The tourism eco-system

“The study of tourism is “the study of man away from his usual habitat, of the touristic apparatus and networks, and the ordinary and non-ordinary worlds and their dialectical relationship”.

(Jafari 1987, p. 158)

1.0 Introduction

This section provides an overview of government involvement in tourism in Australia and, particularly, in Western Australia, which is the context within which the current research project was undertaken. The section also provides a background to Australia’s National Long-Term Tourism Strategy, which was adapted in Western Australia, as it has been in other Australian States and Territories.

Section 2 provides reasons for the significance of tourism policy, while Section 3 discusses the beginnings of Australia’s Long-Term Tourism Strategy. In Section 4, a model, developed here, defines the main Western Australian government Departments and Agencies involved in tourism. The model notes the State level organisations that have significant functions in tourism, some of which are also peak tourism bodies (i.e. organisations representing smaller tourism-related associations). A brief description of the roles, functions and interrelationships of these government actors is provided.

As already noted, Australian States and Territories have developed individual tourism strategies guided by Australia’s Long Term Tourism Strategy. For that reason, Section 5 identifies Western Australia’s approach by looking at the strategic pillars for growing tourism that influenced Western Australia’s tourism strategy. Section 6 addresses the policy environment, which is primarily a political activity and, consequently, involved some interviews with informants from State Government and non-government tourism stakeholders, as these influence the development of tourism in Western Australia. Section 7 concludes Appendix B.

An analysis of the most recent and publicly available documents from the interviewee organisations and other Federal and State Government Agencies that have significant power and influence in shaping the industry and providing legislation within Australian tourism was initially undertaken. As was noted in Chapter Three of this theses, this provided some necessary background and helped in the development of a questionnaire.

Meetings were held with the State Government Departments that are the main agencies for tourism and those that play roles in State development, including those responsible for Western Australia's regional development. State-funded (out-sourced) non-government organisations that represent the tourism industry were also interviewed. Some of these organisations are also industry peak bodies that represent tourism associations scattered across the State or Local Government Associations and Chambers of Commerce.

The interviewees came from two groups. The first included officers in executive government positions in the Department of Premier and Cabinet, Tourism WA (the State Government's tourism agency), the Department of Regional Development and the Regional Development Council. The second included officers from State level industry organisations and lobby groups, such as the Western Australian Local Government Association (WALGA), Tourism Council WA (TCWA), Australian Tourism Export Council (ATEC), the Australian Hotels Association (AHA) and Regional Chamber of Commerce and Industry (RCCI).

While there was a standardised questionnaire (Appendix D), some questions were modified depending on interviewees' roles, responsibilities and specialist knowledge. The interviews were designed to take an hour, although, in some cases, they took a little longer if interviewees were closely involved in the formulation and implementation of tourism policy and strategy. Interviews were recorded and later transcribed.

2.0 Australian Tourism policy

The Australian Government maintains a policy and regulatory framework designed to stimulate tourism and grow the sector (Parliament of Australia n.d.), while maintaining a competitive market and ensuring a safe and sustainable aviation sector. The Federal Government created Australia's tourism policy framework through the National Tourism and Aviation Advisory Committee, which includes high-level government officials and representatives from State and Territory Governments, as well as key aviation stakeholders (Parliament of Australia n.d.). The Committee provides a place to consider tourism and aviation issues and informs and advises National and State tourism agendas. The Committee formalised relationships between Australia's major tourism stakeholders and provides advice to the Department of Foreign Affairs and Trade (DFAT) and the Department of Infrastructure and Regional Development (DIRD).

The *National Tourism Policy Review of Australia* (OECD July 2003) suggested the Federal Government's broad mission for tourism was to contribute to Australia's economic and social well-being through the development of policies that achieve an internationally competitive tourism sector focused on sustainable growth. This Review followed the *National Action Plan for Tourism 1998*. At that time the Federal Government attempted to provide direction for tourism policy formulation and industry planning. One of the plan's objectives was "fostering regional tourism development" (p. 12). Interestingly, the review noted that domestic tourism remained consistent between 1998 and 2002, despite a strong performing economy. Industry observers suggested Australians were looking at overseas holiday destinations that offered more value and better experiences. A heightened Australian dollar also contributed to this phenomenon. Industry observers also noted that overseas destinations, particularly those in the Asia-Pacific capitalised on Australia's strong economy and marketed heavily in Australia. The Review suggested day trip activity had also been progressively declining.

At a Federal Government level, tourism is located in Austrade, which is a department within DFAT. Austrade works with the Australian Tourism Commission, which operates as Tourism Australia, and has primary responsibility for attracting

international visitors. In 2013, Austrade updated its National Long-Term Tourism Strategy by releasing “Tourism 2020”, which recognised the potential of the tourism sector and called on governments and the industry to focus on increasing tourism industry returns (Tourism Australia n.d.).

Figure 1 shows Austrade’s 2009 National Long-Term Tourism Strategy for Tourism 2020. Moving from the bottom left-hand, this suggests 2011 to 2014 would set foundations by addressing important supply issues, including investment in the industry, and identifying the best prospects for Australian tourism, while 2015 to 2017 would see the results obtained from this foundation phase. Finally, 2017 to 2020 would be the years in which tourism would increase significantly. Other Austrade strategies and initiatives include undertaking international activities designed to enhance government-to-government relationships, international education tourism and international medical tourism. Austrade has also tried to improve bilateral relationships with China, which is seen as a key market for inbound tourism.

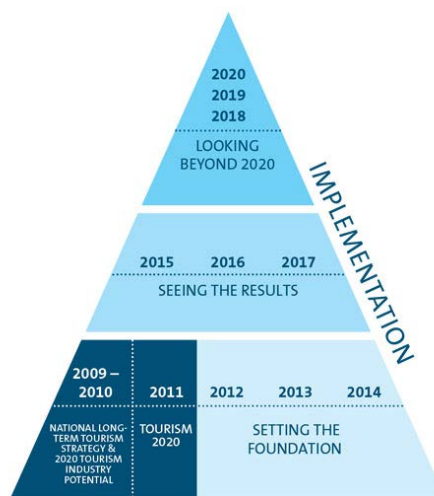


Figure 1: National Long-Term Strategy for Tourism

Source: Austrade 2009, National Long-Term Tourism Strategy

The Department of Infrastructure and Regional Development (DIRD) is responsible for infrastructure, transport, aviation, roads, rail, maritime, regional and local government and Territories. The Department operates as an advisory body on policy and regulatory frameworks and works in partnership with local government and the Territories in developing futures for communities (Department of Regional Development n.d.).

3.0 A long-term strategy for tourism

The Federal Government established a Steering Committee in 2009 to develop a long-term vision for the development of tourism. It was felt Australia's tourism industry had been complacent for a long time and that there was a need for Government to take action (Jackson Report 2009), especially as Australia's share of global tourism had declined by 14% between 1995 and 2008 (Department of Resources, Energy and Tourism n.d.):

“Despite a long economic boom, Australia's domestic tourism performance has flat-lined over the past 10 years, while outbound travel has soared... this poses particular risks to rural and regional tourism” (Jackson Report, 2009, p. 29).

The Jackson Report noted Australia's tourism exports grew by 6% during the Global Financial Crisis, contrary to international trends. Interestingly, in response to the Global Financial Crisis, the Federal Government initiated an economic stimulus package that included one-off bonus payments to taxpayers, which helped increase domestic tourism expenditure significantly and hid some of the effects of the reduction in international visitors. The report suggested widespread consultation was critical to developing a national strategy and identified gaps in government structures. It also pointed out the need for policies to counteract supply-side impediments and called for improved research, infrastructure, labour and skills, digital technology, planning and approval processes and investment.

4.0 The tourism eco-system

One way to understand how governments function in tourism is to think of governments as an eco-system. Figure 2, adapted from Sautter and Leisen (1999), explains the actors in Western Australia's tourism eco-system, some of which also operate at a Federal level. There are also local actors (e.g. Local Government Authorities, special interest groups and people who play direct and indirect roles in tourism). Western Australian tourism, particularly in regional contexts, which is the focus here, is included in general economic development programs administered in the State's economic regions.

Figure 2 also shows how tourism crosses many government agencies. Consequently, developing tourism policy and formulating and implementing tourism strategy can be complicated. The tourism actors shown in Figure 2 were critical to this study, as knowing their views is essential to understanding the complexities of the “*factions*” within the tourism industry (Kerr 2003).

Moving from left to right (Column 1), Figure 2 starts with the key State Government Agencies that set the framework within which tourism operates. These Agencies, as discussed in subsequent paragraphs, are key influencers of tourism policy and strategy. Accordingly, data were collected at this level to provide a framework for this study.

- The Department of State Development works closely with industry, communities and Government Agencies to deliver State initiatives and coordinate major resource, infrastructure and industrial projects (dsd.wa.gov.au/about-us 2015). The Department is responsible for attracting strategic investment, assisting in the development of export markets and assisting in the development of industrial land and infrastructure.
- The Department of Regional Development administers the Royalties-for-Regions program, which is designed to promote the economic and social development of WA’s regional cities and towns. Each of WA’s nine economic regions has a Regional Development Commission whose responsibilities include broadening the region’s economic base, identifying needed infrastructure and promoting social development. While the Commissions are stand-alone entities, their CEOs are members of a Regional Development Council that advises the Minister for Regional Development

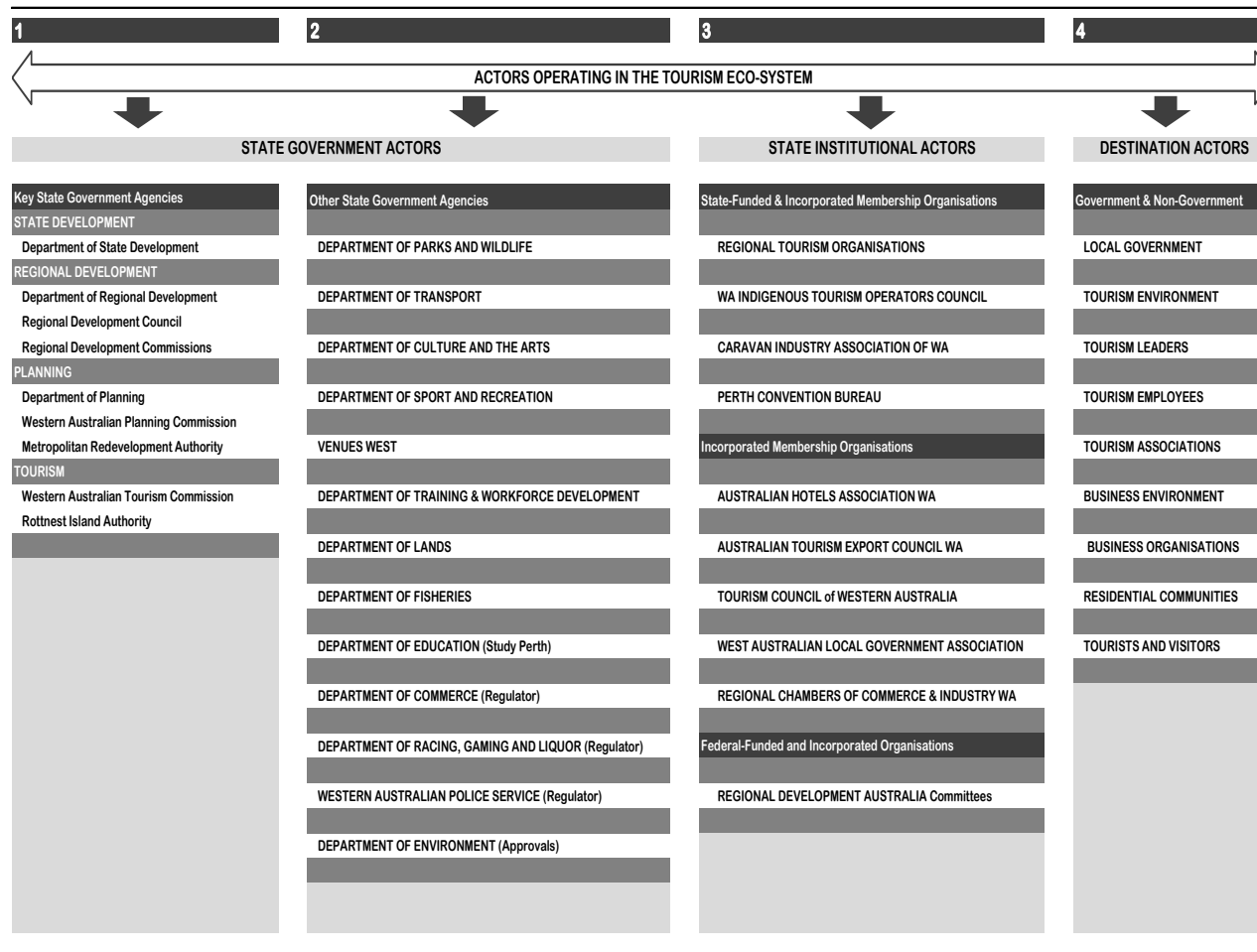


Figure 2: Western Australia's tourism eco-system 2015

- The Department of Planning is responsible for planning for communities and maximising the quality of regional infrastructure and services (Department of Regional Development n.d.). This Department is WA's leading land-use agency and is responsible for urban and transport planning and for the parks and lands. It is also responsible for the State Planning Strategy 2050, providing advice about key areas for tourism development across the State. It sees hotel development in Perth, improved aviation access to the State, regional infrastructure development, eco-tourism initiatives, the redevelopment of beaches and waterfront precincts, cruise shipping and improved cultural infrastructure as its development priorities (Department of Planning, Lands and Heritage n.d.). The Western Australian Planning Commission has responsibility for land-use planning and development, but responds to the State Government's strategic direction. The Perth Metropolitan Development Authority is an arm of the Department of Planning that is responsible for the metropolitan region and, accordingly, does not influence the Regional Development Commissions.
- The Western Australia Tourism Commission includes State Government appointed Tourism Commissioners and operates as Tourism WA. As the State Government's sole tourism, it is responsible for "delivering innovative marketing campaigns to raise local, national and international awareness of WA's extraordinary destinations and experiences" (Tourism Western Australia n.d.).

Other State Government Agencies, shown in Column 2, are also important to tourism. Departments such as Parks and Wildlife, Transport, Culture and the Arts, Sports and Recreation, Training and Workforce Development and Lands and Fisheries have critical legislative powers. Other departments, such as Commerce, Police, Racing, Gaming and Liquor regulate tourism. The Department of the Environment approves many tourism projects. They were included in Figure 2 to illustrate which Departments have critical roles in tourism and where and how they fit into the tourism eco-system.

State institutional actors in tourism are shown in Column 3. There are three distinct groups, (state-funded and incorporated membership organisations, incorporated

membership non-government organisations and federally funded incorporated organisations, which operate in Western Australia's nine economic regions). These organisations include:

- Regional Tourism Organisations (RTO) that focus on regional marketing, but are also involved in destination development, often working with local tourism associations and industry business groups.
- The Western Australian Aboriginal Tourism Operators Council (WAITOC), which is the peak not-for-profit association representing indigenous tourism across WA (WAITOC n.d.). It provides advice and information to relevant State Government agencies, as well as to the tourism industry sector.
- The Caravan Industry Association is a national association with a branch in Western Australia (CIAWA) that represents the interests of caravan park and lifestyle village owners, dealers, caravan manufacturers and service providers. The CIAWA advocates at a Government level and has links with other tourism associations across the State.
- The Perth Convention Bureau is responsible for marketing Western Australia nationally and internationally as a destination for business events and conferences.

Incorporated membership organisations operate at State and destination levels. Column 3 in Figure 2 lists the State level organisations that represent tourism interests in WA's tourism regions. A major function of such organisations is to lobby State Government and, so, these organisations have an influence on tourism outcomes. These organisations are:

- The Australian Hotels Association is a national association with a branch in WA (AHAWA). It includes retail, wholesale and corporate suppliers of tourism products and services and operates closely with the Department of Racing, Gambling and Liquor.
- The Australian Tourism Export Council (ATEC) is a national association representing the interests of inbound tourism operators and lobbies

Governments, industry and the wider business community. In WA, ATEC represents tourism businesses and organisations, many of which are located in regional and often remote parts of Western Australia. ATEC helps tourism operators and online distributors of tourism products in key overseas markets.

- The Tourism Council of Western Australia (TCWA) is an incorporated entity and the State's peak tourism body. It lobbies the State Government on issues identified by tourism operators and works closely with the Western Australia Tourism Commission. It promotes the State Government's policy and strategy for tourism and tries increase people's understanding of tourism's economic and social benefits. It also provides evidence-based industry policy to Government.
- The Western Australian Local Government Association (WALGA) is the peak industry body for local government, representing 139 Local Government Authorities across the State. It advocates to the State Government on behalf of local government and is the chief negotiator of services for the local government sector. As tourism is key to economic development, WALGA recently issued a discussion paper that suggested over 60% of local governments identified tourism as an area for development (WALGA Discussion Paper 2015). In regional WA, local government is at the heart of tourism, providing infrastructure, such as roads, parks, camping grounds and visitor information centres, within their municipalities.
- The Regional Chamber of Commerce and Industry (RCCI) represents the interests of regional Chambers of Commerce and Industry. These regional based associations represent business operators in regional WA. Its primary focus is general commerce. However, heightened interest in tourism across the regions has led to tourism becoming a key issue.

The final actor in Column 3 is Regional Development Australia (RDA), which is a Federal Government funded non-government organisation that operates separately to the State Government. Its role is to work with all levels of government, business and communities to support regional development. Each

State has an RDA Committee in each of its economic regions that include significant local leaders and work to support regional development. While the RDA Committees' work is broad, interest in maximising the economic benefits of tourism have led to the RDA Committees being of particular interest to this study, as they contribute directly to regional tourism development.

Column 4 on the right-hand side of Figure 2 shows the Destination actors. These are stakeholders in tourism destinations, some of whom were a key focus here. Stakeholder theory, pioneered by Freeman (1984), provided a useful starting point in understanding these groups. He suggested eco-systems are characterised by relationships between groups and individuals, including government, groups and organisations, individuals, suppliers and communities, and defined stakeholders as "those in any organisation or any group, or individual who can effect or is affected by the achievement of the organisation's objectives" (Freeman 1984, p. 46).

A group or individual with a legitimate interest in aspects of an organisation's activities is, thus, a stakeholder (Donaldson & Preston 1995). Stakeholder analysis is a process of systematically collecting and analysing information to determine whose interests should be taken into account when developing and implementing policies or programs. Schmeer (1999, p. 1) suggested "politics as much or more than technical information" drives change and a significant aspect that comes into this was the management of "politics" in the change process that, in turn, requires a need for information on key players who have an interest in change. Indeed, he argued that it is only when key players or stakeholders are identified that policy makers or managers can predict whether change or reform will be supported or blocked. Further, knowing key players and stakeholders helps in the development of strategies that promote support and reduce opposition.

A primary tourism destination stakeholder is the area's Local Government Authority, which has planning, local economic and community development, tourism employment, tourism promotion and marketing, arts and cultural development responsibilities (Dredge 2006). Sautter and Leisen (1999) identified several community groups critical to tourism, including groups or individuals in tourism and non-tourism businesses, tourism employees and tourists or visitors to the destination.

Tourism individuals from institutions or owner-managers of tourism businesses have been critical to the development of tourism in regional Western Australian towns and, so, were a focus of the case analyses.

5.0 Strategic pillars for tourism growth

Figure 2 shows WA’s 2020 Strategic Goals for tourism. These relate to seven distinct “pillars”, each of which has a desired outcome (*Tourism WA Corporate Plan 2014/15*). Figure 3 is suggestive Tourism WA’s focus in its ongoing operations. Moving from the top left-hand side, across and down, suggests foci on establishing an Extraordinary Experience brand and developing needed tourism infrastructure (e.g. accommodation, aviation and the workforce).



Figure 3: The Seven Strategic Pillars for Growth

Source: Western Australia 2020 Strategic Goals

Indigenous tourism is seen as important and Asian markets are viewed as critical, as they are high yield markets. Infrastructure development is also needed, as growth in business travel is recognised, and more tourists are expected to visit regional WA (Regional Travel). Finally, WA is expected to focus on events that attract both international visitors and locals.

The Regional Travel Framework attempted to identify tangible infrastructure development opportunities and build the regional capability required to drive tourism growth in WA's regional destinations. Significant government investment in infrastructure was seen as critical to creating viable and sustainable tourism destinations (*Tourism WA Corporate Plan 2014/15*).

State Government investment was expected to be obtained from the Royalties-for-Regions program, which focuses on activities within the State Tourism Strategy. These activities link to Regional Development Commission Blueprints and with a commitment from regional local governments. The Framework also notes the need for affordable aviation if regional WA is to be made more accessible. Royalties-for-Regions provides funding for Regional Tourism Marketing Programs undertaken by Tourism WA and its Regional Tourism Organisations and for cooperative marketing initiatives with local tourism organisations.

6.0 Making sense of policy and strategy relationships in tourism

Australia's tourism industry is responsible for its own development. However, government support is vital, due to potential market failures and external shocks (Hall 2008). Lickorish and Jenkins (2007) argued tourism is too important for governments to leave to market forces alone, owing to the positive and negative impacts tourism can create. This implies the tourism industry needs key players in government departments and their agencies to cooperate; highlighting the importance of and necessity for good public policy (Hall 2005a).

As noted earlier, the State Government's direct involvement in tourism is through its tourism agency (Tourism WA) and the Department for Regional Development. However, as Column 2 in Figure 1 showed, many Departments have an indirect involvement. Hall (2007a) argued a great deal of tourism-related policy development is undertaken outside the main agencies in Departments with relevant responsibilities, such as planning, transport, parks and wildlife, sport and recreation, culture and the arts, fisheries and workforce development. There are also Agencies that are regulators or provide approvals for tourism (e.g. the Department of Environment). Hall (2005a)

noted Government Departments and Agencies might have different objectives, adding complexity, particularly in Australia, where there are three levels of government (Federal, State and Local).

Hall (2008) described tourism policy development as primarily a political activity, influenced by the social, cultural and economic characteristics of the host society and by government structures. Because of this, policy is an outcome of the operating space of politics, in which “values and ideologies, the distribution of power, institutional frameworks and decision-making processes occur” (Williams & Hall 2000, p. 42).

Anderson (1975, p. 10) alluded to policy-making as a process or “a pattern of action over time” and suggested it consisted of many decisions. Hall (1994a) identified four actions related to specific policy issues, which are shown as white or unshaded spaces in Figure 3. These are policy demands, decisions, outputs and outcomes.

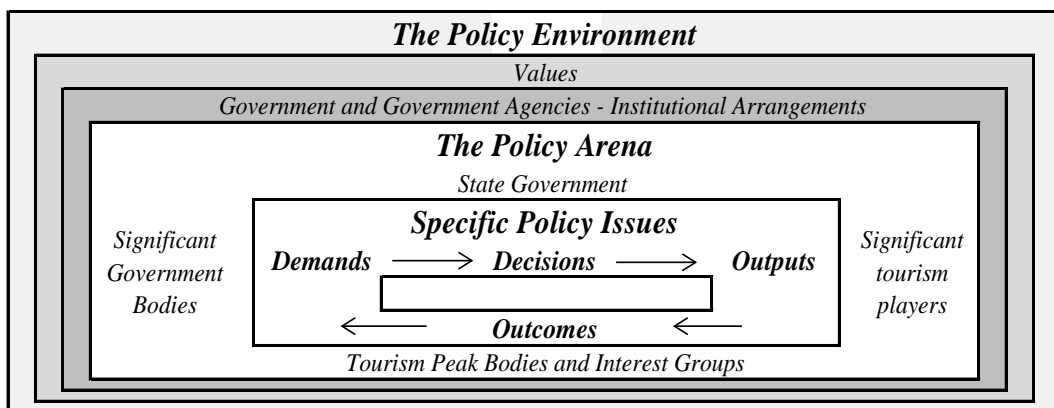


Figure 4: Elements in the tourism policy-making process

Source: Tourism and Politics: Policy, Power and Place (Hall 1994a)

Policy demand is the action requiring a policy, while policy decisions refer to the authority for specific decisions. Policy outputs refers to all those things tourism, which might include outputs beyond those required by tourism. Finally, outcomes refers to any results, intended or unintended, resulting from a policy being implemented or even not implemented. This is what Hall (1994a) refers to as *The Policy Arena*. (Hall 1994a) model suggests the Policy Environment determines the Policy Arena in a context of ‘values’ that, in a Government power context, might incorporate “ends, goals, interests, beliefs, ethics, biases, attitudes, traditions and morals” (Henning 1971, p.

447) that are perceived as relevant at the time. This means values may change over time, which suggests policy is 'fluid'. In terms of the government institutional arrangements shown in Figure 2, (Kerr 2003, p. 47) suggested "formal tourism planning mechanisms may not exist, and whatever planning is done at this level which is subject to multi-sectorial activity gets incorporated into regional plans, rather than State and national tourism plans".

Increasingly, tourism is on Local Government Authorities' agendas, Regional Development Commissions and Regional Development Australia Committees. RDA Committees are often co-located in the RDCs found in WA's economic regions that work with multiple local government municipalities.

RDCs are State Government Agencies, while RDAs are federally-funded non-Government organisations. They are in each of WA's nine economic regions, with each producing development tourism strategies, initiatives and plans. While tourism appears frequently in their documents, it is described from an economic development perspective and omits sophisticated representations of the strategic development and management of tourism. Indeed, no documents provided explanations as to how tourism might benefit the regions and the destinations and the people who live in them.

7.0 Conclusion

Appendix B examined how Australia's tourism policy (the National Long-Term Strategy for Tourism) was developed following a period of a decline. It also investigated WA's tourism eco-system, identifying and describing tourism stakeholders (including Government agencies, non-government organisations, associations and tourism-related operators).

WA's strategic tourism goals were also examined by identifying areas that were the focus of the State's tourism strategy. The goal for WA's tourism industry was that, "by 2020, the value of tourism in Western Australia would have doubled to \$12 Billion" (*State Government Strategy for Tourism 2020*). Finally, Appendix B looked at elements that contributed to the State Government's tourism policy-making, whilst Appendix C addresses State Government plans developed by their Departments or Agencies.

Appendix B1: National tourism related documents

1. 2009 The Jackson Report *Informing the National Long Term Tourism Strategy*
2. 2009 Department of Resources, Energy and Tourism, *National Long-Term Tourism Strategy*
3. 2010 Tourism Australia, *National Tourism Planning Guide: A best practice approach*
4. 2011 Tourism Australia, *Tourism 2020 Whole-of-Government working with industry*
5. 2011 Tourism Australia, *An implementation of Tourism 2020*
6. 2011 Tourism Australia, *Tourism 2020 Implementation Plan 2015-2020 Enablers & Game Changers*
7. 2012 Tourism and Transport Forum (TTF) *Comment on Tourism WA 2020 Strategy*
8. 2013 National Tourism Alliance, *Australia's International Tourism June 2010 to June 2012, TRA, Tourism Business in Australia*
9. 2013 Deloitte Access Economics, *Positioning for Prosperity - Catching the next wave*
10. 2014 TRA Austrade, *Events: Drivers of Regional Tourism*
11. 2015 Deloitte Access Economics, Austrade, *Tourism Labour Force*
12. 2015 TRA Austrade, *State of the Industry-November*
13. 2015 TRA Austrade: *The influence of Western Australian Visitor Centres on Tourist Behaviour*
14. 2015 TRA Austrade, *Tourism Forecasts*
15. 2015 TRA Austrade, *Tourism Investment Monitor*
16. 2016 TRA Austrade, *Tourism Investment Monitor*
17. Parliament of Australia n.d., Available from <http://www.aph.gov.au>.
[September 2015]
18. Tourism Australia n.d., Available from: <http://www.tourism.australia.com/en>
[October 2015]
19. Department of Regional Development n.d., Available from: <http://drd.gov.au>
[September 2015]

20. Department of Resources, Energy and Tourism n.d., Available from:
<http://aph.gov.au/RET>. [September 2015]
21. Department of Planning, Lands and Heritage n.d., Available from:
<http://www.wa.gov.au/planning> [September 2015]
22. Tourism Western Australia n.d., Available from:
<http://wwwtourism.wa.gov.au> [October 2015]
23. WAITOC n.d., Available from: <http://waitoc.com.au> [October 2015]

Appendix C

Tourism in Regional Western Australia

1.0 Introduction

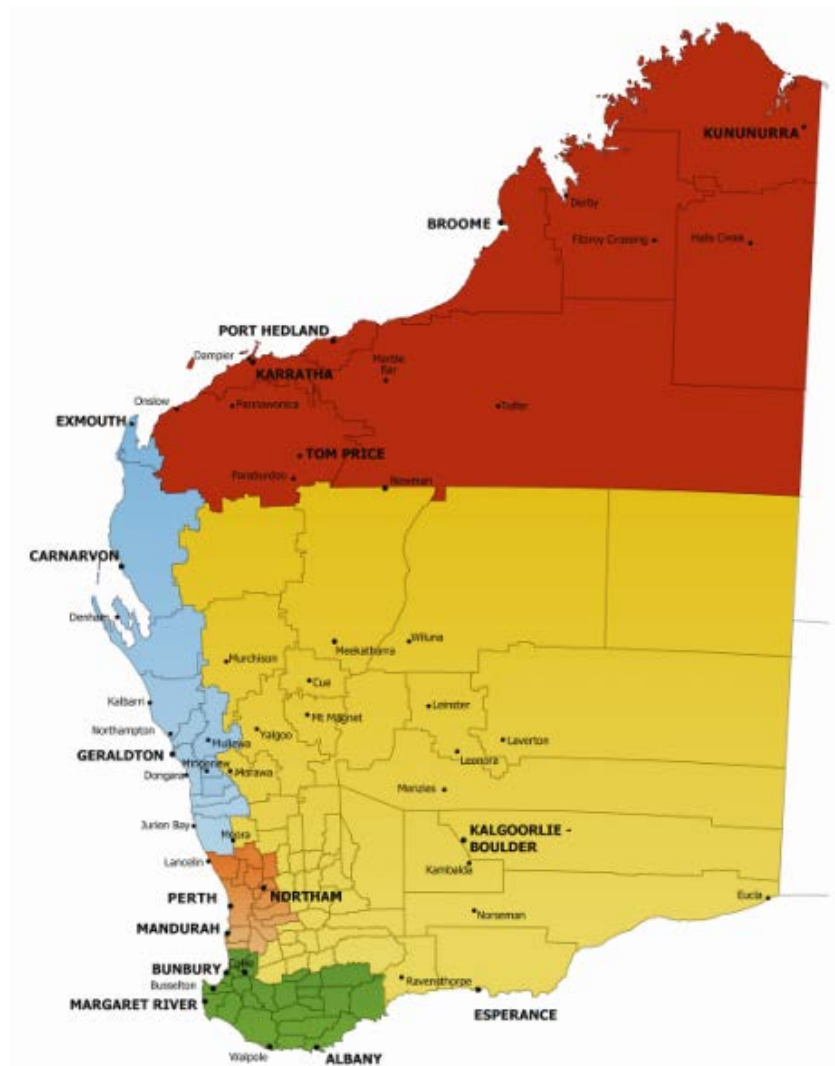
Western Australia's regions became increasingly important in the 1990s (Tonts, Argent & Plummer 2012) and this emergence affected policies, politics and indeed, politicians (McManus & Pritchard 2000). However, regional development had strong economic focus (Tonts, Argent & Plummer 2012; Plummer & Tonts 2013), something not unique to Australia (Harrison 2006; Lagendijk 2006). Further, in Australia, "State and Territory largely shapes its own architecture for regional development" (Paül & Haslam McKenzie 2015, p. 364), suggesting regions can develop tailored tourism strategies and plans.

Therefore, this chapter examines the regional tourism plans designed by State Government agencies and non-Government organisations. Section 2 provides an overview of the economic and tourism regions, while Section 3 examines Tourism WA's and its Regional Tourism Organisations' plans. Section 4 discusses plans produced by RDCs and RDAs that contained tourism aspects. Section 5 summarises and discusses the findings and Section 6 provides a conclusion to the Appendix B.

2.0 Regional boundaries for tourism and economic regions

There is no clear definition of region (Vukovic & Kochetkov 2018) because the term is a multifaceted phenomenon that has natural, cultural, economic, political, geographic and social aspects. In Australia, there is no consistent agreement about what is meant by a region, suggesting they "should not be necessarily prearranged" (Paül & Haslam McKenzie 2015, p. 364). Harrison (2006, p. 27) noted a gap between "economic analysis" and "political geography" and other scholars noted the "incautious use" of the concept of region (Paasi 2010, p. 2298). Indeed, WA's economic regions and tourism regions do not share common boundaries.

Regional development commissions were set up in 1993 to develop and broaden the regions' economic bases by identifying economic and social needs and the infrastructure required for growth (Department of Regional Development n.d.). Tourism regions were set up in 2004 and differed from economic regions as they were to be used to market tourism nationally and internationally. Accordingly, tourism regions were determined by natural attractions, amenity and characteristics (Tourism Western Australia n.d.). In the present context the word region will be prefixed as an economic or a tourism region.

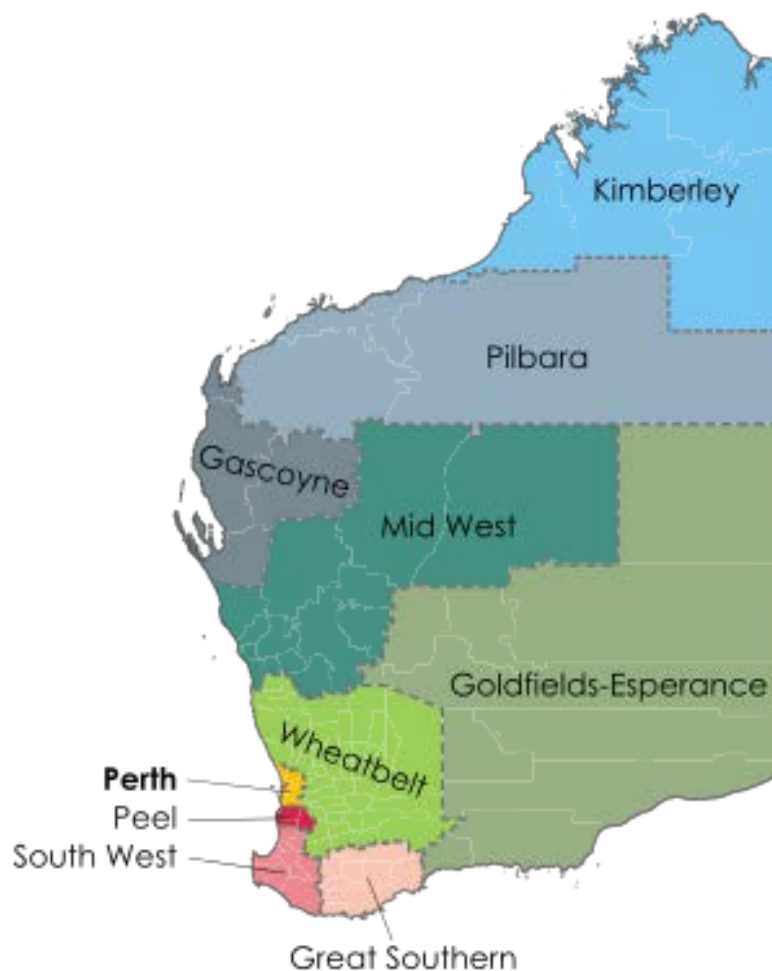


Source: Tourism WA Corporate Plan 2014-2015

Figure 1: Western Australia's tourism regions

WA has five tourism regions (Figure 5.1). Experience Perth covers the metropolitan tourism region (the orange-shaded area) and the remaining four tourism regions cover regional WA. Destinations examined here came from the three coastal regions (i.e. Australia's North West (Ochre-shaded area), Australia's Coral Coast (Light-blue shaded area) and Australia's South West (Green-shaded area)).

In 2004, TWA redefined its purpose to concentrate on tourism marketing, and introduced regional tourism organisations (RTO). RTOs are membership organisations that operate as incorporated non-government entities with a subsidy from the State Government and revenue derived from membership and co-operative marketing activities. Each RTO markets its own tourism products intrastate and interstate, and Tourism WA calls on the RTOs for international marketing and regional promotions outside WA.



Source: Department of Regional Development, Perth 2015

Figure 2: Western Australia's economic regions

WA has nine regional economic regions, each with Regional Development Commission (RDC) and the Metropolitan Regional Authority, which includes Perth (shown in Figure 2) (Department of Regional Development n.d.). The destinations studied here are located in four of these regions (Kimberley, Mid-West, South West, and Great Southern). Each RDC has a Board Chair and these nine Chairs, together with two local government representatives and the Director of the Department of Regional Development make up the Regional Development Council. The Council's agenda identified six priority areas including, among others, the development of the "social and environmental amenity" of the region. The Regional Development Council indicated that funds will flow into WA's regions for development and it contained the following statement:

"The action agenda will assist Council with the provision of advice relating to the Royalties for Regions spending priorities under the Regional Strategic Projects and Regional Capital Works Initiatives"

RDCs are State Government agencies that work with non-government organisations concerned about regional economic development. Accordingly, aligned with the RDCs are Regional Development Australia (RDA) Committees, which are a national network of regional non-government organisations established by the Federal Government.

WA offers a valuable opportunity as a case study, as, unlike other Australian jurisdictions, its regions have had a legislated role since the nine regional development commissions were created in 1993 and reinvigorated in 2008 through the creation of the Royalties for Regions (R4R) policy (Paül & Haslam McKenzie 2015, p. 364). The regional development commissions and the R4R program are exclusive, not only for their arrangement but also for their durability, in contrast to the inconsistency of regional entities elsewhere in Australia (Tonts 1999; Beer, Maude & Pritchard 2003; Tonts & Haslam-McKenzie 2005; Brown 2006; Collits 2012).

Table 1: The destinations and respective tourism and economic region

Destination	Tourism Region	Economic Region
Broome	Australia's North West	Kimberley
Geraldton	Australia's Coral Coast	Mid-West
Albany	Australia's South West	Great Southern
Denmark	Australia's South West	Great Southern
Margaret River	Australia's South West	South West

This study examines the destinations listed in Table 1. The purpose of this table is to show where the destinations fit in a tourism development context and in an economic development context. Broome is in Australia's North West tourism region and in the Kimberley economic region, while Geraldton is in Australia's Coral Coast tourism region and in the Mid-West economic region. Australia's South West tourism region contains the three remaining destinations, (Albany, Denmark and Margaret River). However, Albany and Denmark are in the Great Southern economic region, while Margaret River is in the South West economic region.

Table 1 listed the tourism destination in the order in which they were examined, starting in the next chapter. A web search for tourism plans relating to the five destinations was undertaken that found a number of relevant documents. Some were tourism focused, as in the case of Tourism WA documents, while some others documents contained a context to tourism, as found in documents and plans prepared by the Regional Development Commission in the respective economic region that had the tourism destination. The search also found local government tourism plans, especially in locations where tourism made a significant contribution to the economy. The examination of these documents formed part of the secondary data analysis undertaken in each of the case studies.

The next section examines plans for the tourism regions and starts by looking at those produced and published by Tourism WA. This review starts with Australia's North West (Broome), followed by Australia's Coral Coast (Geraldton) before finishing with the South West tourism region (Albany, Denmark and Margaret River).

3.0 Plans for the tourism regions

3.1 Tourism WA

A Government Act established the Western Australian Tourism Commission (WATC), which now operates as Tourism WA (TWA), in 1983. Records showed this repealed the Tourist Act 1973-1981. TWA has a government appointed Board of Commissioners tasked to support tourism development in WA.

TWA see its role is to accelerate “sustainable growth of tourism for the long term benefit of Western Australia” and that its responsibility extends to “the development and marketing of the Western Australian tourism destination” (Tourism Western Australia n.d.). Its structure allows it to provide “resources for research, marketing and promotion to the trade and consumers (including brand development and electronic targeting), event and business attraction, sustainable development of product, visitor servicing, tourism investment attraction and planning, and infrastructure development.”

The search found a document titled Tourism Western Australia Pathways Forward: Strategic Plan 2003-2008 that is no longer available publicly. Attempts were made to inspect the document, but this was not possible as it had been archived. While TWA had looked after the development and marketing of tourism in the nine economic regions, in 2004 it redefined its purpose to concentrate on marketing and, as a result, five regional tourism organisations (RTO) were created to market their regions’ tourism products. The RTOs are member-based NGOs that are subsidised by the State Government and obtain revenue from membership and co-operative marketing activities. TWA no longer includes tourism development on its agenda and there is no evidence to suggest tourism development has been assigned to another State Government Department.

In the 2005-2010 Tourism Strategic Plan, TWA suggested “iconic tourism experiences” in WA’s tourism destinations would “drive strategic activity over the next five years.” The search found that, following this Strategy Plan, TWA published several papers on various topics, some of which were very pertinent to regional tourism, such as ecotourism and nature-based tourism, cultural tourism, successful

tourism design, what makes a tourism attraction and attributes of tourism success. The Heritage Tourism Study for Western Australia 2006 was commissioned by TWA and the Heritage Council WA. This noted the Mid-West region contained the Monsignor Hawes collection of churches in Geraldton, Mullewa and Northampton that had “strong architectural and spiritual significance” and a strategic plan for the development of this trail of churches was recommended.

3.2 Tourism WA Destination Development Strategies 2007-2017

TWA updated the 2005-2010 Tourism Strategy Plan in the 2007-2017 Destination Development Strategies that looked at WA’s five tourism regions. These development strategies were designed “to focus regional development resources on enhancing tourism product” in those areas that had been identified as being “iconic tourism experiences” (p.3). The document suggested research was undertaken during the 2003-2004 period that questioned “500 stakeholders within Western Australia” (p.3) with a review undertaken in 2006 that seemed to have produced three other documents (i.e. 2006 Tourism WA (Heritage Council) Heritage Tourism Strategy, 2006 Tourism WA Ecotourism vs Nature Based Tourism and 2006 Tourism WA: What is Cultural Tourism) that discussed access, accommodation, attractions and amenities.

Australia’s North West (Broome)

The strategy document describes Broome, the first destination in this study, as having well developed products and infrastructure, but noted a need for more accommodation and attractions. It also noted Broome had natural and built tourism hard assets and soft assets such as “lifestyle, the indigenous tourism product, its multicultural nature and ease of access” (p.25). It was suggested Broome Airport should be relocated and a Broome boat harbour and marina should be developed. Accommodation projects planned and under consideration included short stay facilities, the development of a second inclusive resort. Attractions developments identified included the development of Cable Beach and a Wildlife Wilderness Park and the upgrading of Cable Beach Club Resort.

Australia's North West destination development matrix showed Broome as having high icon significance and good market readiness and coastal cruising. However, it rated as having only reasonable significance for indigenous tourism experiences and being poor in terms of market readiness.

Australia's Coral Coast, Geraldton

At the time the Destination Strategy was developed, Geraldton had not yet amalgamated with Greenough and Mullewa to create Greater Geraldton. Nonetheless, the Strategy described Geraldton as a coastal town with natural tourism assets, particularly its beaches, and noted Geraldton was "a major export centre for pastoral, mining, agriculture, manufacturing and the construction and fishing" (p.29).

Geraldton's development projects included coastal management schemes, new roads and the City Foreshore. While Geraldton accommodation lagged, there were six planned projects (230 rooms), of which two (95 rooms) were under construction. The strategy suggested attractions consisting of a marine discovery centre, walk trails and events were under development. Plans showed the foreshore and CBD revitalisation as also instigated in terms of tourism amenities. These plans also indicated the hamlet of Greenough as a tourism attraction, although not an iconic destination because it did not attract substantial visitation (p.30).

The Mid West destination development matrix suggested Geraldton had low icon significance but a satisfactory market readiness rating. While the Abrolhos Islands (offshore from Geraldton) was seen to have high icon status, it was not market ready.

Australia's South West - Albany, Denmark and Margaret River

The remaining tourism destinations studied are in the South West tourism region. This region, the most visited of the regions outside metropolitan Perth, was described as offering "accessible, varied and offering affordable getaways" to Perth (p. 6). The strategy also noted the region has a variety of accommodation, facilities and activities, notably, "restaurants, wine and natural tourism assets" (p.6).

The Strategy saw access as a major issue for Albany, highlighted by the high cost of flying or driving to Albany, but did not suggest ways to deal with the access issue. On

a more positive note the strategy suggested Albany had “sound tourism product and infrastructure” (p.23).

The plan noted short-stay tourism accommodation was planned (42 rooms) but these were well out of town. Attractions listed included planned and completed maritime infrastructure and parks and a microbrewery. Further amenities planned included waterfront development, an entertainment centre and a malt whisky distillery with visitor facilities. Denmark was described as a “popular and attractive town...and having the quietness of an area that has not been over-developed or commercialised” (p.17). It was noted that the Shire of Denmark airport needed to be upgraded. Accommodation was “generally well catered for,” with accommodation establishments averaging 40% to 50% occupancy throughout the year. However, there were plans to increase accommodation. There were no plans to add tourism attractions or amenities after the completion of the Denmark Visitor Centre by the Shire of Denmark and TWA and improve tourism signage in and around Denmark. The Denmark River bank required an upgrade to allow for embarkation and disembarkation from passenger vessels.

Margaret River had the greatest advantage in the South West tourism region because of its ‘excellent tourism product and infrastructure’. The strategy noted a number of infrastructure projects, termed strategies, including work by government agencies, local government and the private sector, which included projects to improve access, accommodation and amenities. These included upgrades to the region’s road network, additional private sector accommodation, upgrades to Margaret River’s main street, and upgrades to existing coastal recreational facilities, such as those at Cape Leeuwin Lighthouse and Leeuwin National Park.

The South West destination development matrix suggested Albany had an average rating icon significance and good market readiness, while Denmark had average icon significance but poor market readiness. Margaret River had high icon significance and good to excellent market readiness. The “iconic gaps” identified were the upkeep and maintenance of road systems and public transport and noise and pollutions from heavy vehicles. Other gaps noted were a lack of entertainment, particularly at night, and poor road signage.

3.3 Tourism WA: Tourism 2020 Discussion Paper

TWA released *The Tourism Western Australia Tourism 2020 Discussion Paper* in 2008 prior to the Federal Government's *National Long-term Strategy for Tourism*. The *Tourism & Transport Forum* (TTF) is a national member-funded CEO forum that advocates for the public policy interests of its members, which includes organisations and institutions in the Australian transport, property, infrastructure and tourism industries. In a 2008 document, TTF said:

“Western Australia will need to focus on developing consistent, experiential tourism offerings, ensuring the appropriate infrastructure exist to support these products, and ensure there is a clear commitment of funding to promote confidence with investors to engage in tourism development.”

TTF suggested tourism could develop “through [regional] hubs that can benefit from a focused marketing effort and concentration of tourism infrastructure” (p.2) to be able to attract quality visitors from international markets. This would provide a focus for TWA to develop long-term destination plans and “provide direction for investment in tourism accommodation and attractions” (p.9) at these hubs. TTF recommended “nature-based tourism (including indigenous tourism) be the focus of future tourism development” for WA.

In February 2009, TWA launched the “Experience Extraordinary” brand. While the document suggested the new brand had achieved strong results in key markets (p.5), the way brand success was measured was not explained.

TWA's Annual Report 2009-2010 suggested it had focused its efforts on marketing the State, developing and attracting events and supporting infrastructure and development projects (p.5), commenting:

“To develop the State's [tourism] infrastructure, Tourism WA will channel its efforts into projects that will have the biggest impact on the growth of tourism, such as national and international aviation access to the Margaret River region, growing Broome as an international leisure aviation gateway and increasing quality hotel rooms in Perth.”

3.4 Tourism WA Destination Development Priorities 2010-2015

Tourism WA released its *Tourism Development Priorities 2010-2015* for each of Western Australia's tourism regions in March 2010. The nature of regional tourism in WA is very seasonal, which has not encouraged private investment in tourism, which suggested Government needed to encourage:

“In order to engage in destination development and rejuvenation, the Government's provision and facilitation of infrastructure and product, both of which service visitor needs and encourage private investment in tourism product, is seen as essential.”

In compiling this report, TWA undertook extensive consultation with stakeholders who had State-wide and regional knowledge of tourism. It also sought demand-side perspectives from intrastate travellers. The review suggested some priorities for thus study's destinations.

Butler (2006) suggested destinations move through different stages in development, starting off with exploration and moving through involvement, development, consolidation and stagnation before going through decline or rejuvenation. According to Butler (2006), his model suggests some of the study's destinations have reached the consolidation or stagnation phase and are now ready for rejuvenation.

Australia's North West, Broome

In terms of access, Broome is the hub of the region. Eight priorities were mentioned, with the most critical being the establishment of Broome as a key aviation gateway from South East Asia with the relocation and upgrading of Broome Airport. To a lesser degree, this priority extended to the upgrading of other airstrips servicing the region.

Other priorities identified included the development of national and conservation parks, and pastoral stations “*for tourism accommodation*” (p.17), road improvements and additional boating facilities. Destination development priorities included the development of indigenous products. At the time the plan was prepared, Broome had not reached the consolidation phase in its development as a tourism destination.

Australia's Coral Coast, Geraldton

Geraldton was seen as a sub-region of Australia's Coral Coast. The plan suggested Geraldton was a "less tourism-focussed town that is either bypassed or used as a stop-off point 'en-route' to other locations" (p.21). However, Geraldton does have "high historical significance, attractions and heritage".

Tourism development priorities included additional accommodation, the development of conference and convention facilities and promotional signage on entry routes into Geraldton. It was also suggested the development of marine and cultural heritage, wildflowers and the indigenous history of the destination would enhance tourists' experiences. The plan also identified a need to develop the Abrolhos Islands.

Australia's South West - Albany, Denmark and Margaret River

Australia's South West covers the South Western corner of WA, stretching from Bunbury to Bremer Bay. This region is roughly broken into five key sub-regions, two of which were included in this study (i.e. the Great Southern sub-region, which includes Albany and Denmark destinations, and the Margaret River Wine Region, which includes the Town of Margaret River).

In the Great Southern, Albany and Denmark attract most tourists and both are well known for their natural settings, as well as their marine life and wineries. According to TWA, Albany had the strongest connection to history, as it was the first European Settlement in WA and was the departure point for the ANZACS in WWI.

The plan suggested Albany needed improvements to access roads and to tourism-related infrastructure around the Albany Waterfront. The plan called for more short-stay tourism accommodation and ancillary facilities in partnerships between State and local governments and the private sector.

Denmark is not over-developed or commercialised and its quietness complements the "the rugged coastline to tall timber" landscape surrounding the town. Additional accommodations was needed and the plan suggested TWA should work with the private sector to ensure this occurred. The need for improved access to National Parks was also noted.

The Margaret River wine region is the most developed in terms of products and infrastructure. It is the best known tourism destination in WA and the most visited region outside Perth. Margaret River has received significant infrastructure investment in recent years (Tourism Western Australia 2015.). An important development priority was “further improvements to air access” and “an opportunity to create direct flights to the region [Margaret River] for interstate and international visitors” (p.12). Hence, the development of an airport was seen as vital. Notwithstanding the adequacy of road access, local roads required upgrading.

While Margaret River had good tourism accommodation, a lack of conference and convention facilities was noted. Margaret River offered a broad range of attractions and seasonal activities. The Busselton Jetty was seen to be an iconic attraction and the need to develop tourism-related facilities on and around this waterfront precinct was noted. Other suggested activity-development included “off-road cycling and mountain bike trails, dive wrecks” and the further development of boating facilities.

3.5 Western Australian Government Tourism Strategies

WA’s tourism ecosystem was introduced in Chapter Four. This section identifies and describes the tourism actors in the WA government landscape. In 2006, TWA launched *Listening, Looking, Learning: An Aboriginal Tourism Strategy for Western Australia 2006-2010*. This Strategy wished to make WA “the premier authentic tourism destination for Aboriginal tourism experiences” (p.5) by creating sustainable Aboriginal experiences that provided opportunities for Aboriginal people to add cultural and commercial value to WA’s tourism product for mutual benefit. This was followed by *Making a Difference: Aboriginal Tourism Strategy for Western Australia 2011-2015* that tried to “facilitate a collaborative and integrated approach to the ongoing development of a sustainable... Aboriginal tourism industry” (p.9). The strategy was a call to action for State and local governments.

The Kimberley Science and Conservation Strategy 2011 focused on promoting nature-based tourism and conserving the region’s cultural value, as well as creating employment for Aboriginal people and promoting social and economic development. As Broome was the main gateway to the Kimberley, the plan suggested tourism would increase in the town.

The 2012 State Government Strategy for Tourism in Western Australia 2020 (The 2020 Strategy) was a detailed strategy document from WA’s Premier and Deputy Premier and Minister for Tourism that informed TWA’s tourism growth plan. The strategy’s vision statement noted:

“Through partnership between private sector and government, the State’s tourism industry will achieve its full potential by delivering against the tourism brand promise: Experience Extraordinary Western Australia. (p.4)”

In line with the stretch goal for tourism in Australia, WA’s hoped “to double the value of tourism in Western Australia from \$6 billion in 2010 to \$12 billion by 2020” (p.4). WA’s regional tourism performance relied heavily on domestic tourism especially intrastate tourism, which made up about 85% of visitations to popular destinations (tourism.wa.gov.au/2016). Interstate and international market visitations shared the remaining 15% equally.

The 2020 Strategy outlined a “whole-of-government” approach designed to grow tourism through the Experience Extraordinary brand, infrastructure, business travel, a focus on Asian markets, the development of events, an increase of visitation to regional WA and expansion of Aboriginal tourism experiences. However, the focus was on improving international markets.

Table 2: Strategies to increase visitor numbers in regional Western Australia

Government strategies
1. Tourism support infrastructure in regional Western Australia
2. Australia's best regional events calendar
3. Improved caravan, camping and self-drive experiences
4. Extraordinary regional experiences: nature-based, culinary and cruise shipping
Industry strategies
1. Innovate regional events
2. Improved caravan and camping experiences through product and service uplift
3. Tactical promotion to support Extraordinary regional experiences
4. The National Landscapes initiatives

Source: Government Strategy for Tourism in Western Australia 2020, p.27-28

Regional tourism was seen as particularly important because of the recent decline in visitor numbers. Regional tourism relies on intrastate visitors, which led to considerable discussion about how these numbers might be increased. The suggested strategies are shown below.

The strategy's whole-of-government approach implied several State Government Departments would support regional tourism. The implementation of such initiatives would be challenging, as tourism was not necessarily on the agenda on all Government Departments and TWA has little power over them. The strategy was designed to support notable tourism events, such as those found in Margaret River and Broome.

“WA currently has a strong representation of regional events. It is critical that industry continue to innovate and look to develop viable, sustainable regional events that align to the overall strategy for tourism in WA (p.28).”

The growing focus of the self-drive market was seen as “a highly involving way to experience WA” (p.27). However, the strategy recognised the need for government to have an “integrated approach” to this market. This strategy also called for “industry operators to continue to look for ways to improve their product and service offerings” (p.28). The Experience Extraordinary brand was seen as essential at all levels and the appropriate management of WA's national parks and landscapes (e.g. Kimberley, Ningaloo-Shark Bay and the Great South West Edge) was crucial, although largely undertaken by Regional Development Commissions.

In February 2012, a report (A Strategic Approach to Caravan & Camping Tourism in Western Australia), written by The Brighthouse Report/Starfish Business Solutions, was prepared for TWA. Tourism Research Australia 2010 had emphasised the importance of this segment to regional tourism; particularly citing international travellers seeking to experience WA's regions, which had approximately 37,000 sites at over 700 locations. TWA commissioned this report in response to a State Government Inquiry (Inquiry) following a reasonable period of “significant [caravan] park closures and the ever-increasing land values” (Brighthouse Report 2012, p. 5). These conditions combined with high operating costs resulted in lower yields and returns that led some owners to seek alternative uses for their land. The Report's evaluation of caravan parks and camping grounds noted locations where there were

gaps in supply and demand. Among the most notable of the recommendations were improving flexibility in state-wide licensing and legislation so campgrounds met market expectations and updating local government guidelines.

The Western Australian Cruise Shipping Strategic Plan 2012-2020 was launched by TWA in response to cruise shipping growth. Cruise shipping was seen as a key initiative that created a need “to provide world class destinations, unique and extraordinary tourism experiences and deliver high-value benefits for cruise passengers and local communities.” (p. 4). The Strategy suggested nine coastal cruise ship destinations, eight of which were in regional WA. Three (Broome, Geraldton and Albany) were case destinations here. The Strategy recognised some destinations could not support cruise ships. However, WA was closest to South East Asia and China, which are “the world’s fastest growing tourism market” (Tourism Western Australia 2016).

In summary, this section examined the plans that were prepared by TWA. The next section discusses relevant plans produced by Regional Development Commissions and Regional Development Australia Committees relevant to the tourism destinations.

4.0 Tourism plans for economic regions

4.1 The Kimberley Region, Broome

The Regional Development Australia Kimberley Committee (RDA Kimberley) is a partnership between Australia’s three levels of government designed to strengthen regional communities. It produced a Regional Plan in 2012, followed by a second Plan (2013-2016). Ironically, only the latter plan identified tourism as a key issue, suggesting regional tourism growth would be founded “on growing affluence in the Asian region and in the increased international travel, particularly from China (and suggested) the Kimberley is able to offer a unique experience with its spectacular natural resources, an Asian compatible climate and the mystique of the vast outback region.” However, the plan did not include specific actions or strategies.

The Kimberley Development Commission’s Strategic Plan (2013-2018) described the Kimberley’s aspirations through a plan that embraced people, place and prosperity in

developing a Kimberley Regional Development Blueprint. This Blueprint adopted the State Planning Strategy for Western Australia's framework, suggesting content had filtered down to regional and local planning.

The Kimberley Regional Investment Blueprint 2014 (Blueprint) was produced by the Kimberley Development Commission (KDC) as "an aspirational guide for the region's development through to 2036" (Kimberley Development Commission n.d.). It identified agriculture and food, rangeland and pastoral industries, tourism and minerals and resources as key economic drivers, noting:

"Kimberley Tourism is strongly based on two unique 'selling points' which are the iconic and internationally recognised landscape and environment, and the experience afforded by what are arguably some of the intact Aboriginal cultures in the world. (Kimberley Regional Investment Blueprint 2015, p.84)"

The Yawuru people hold native title rights to approximately 53,000 square kilometres in and around Broome and, in 2006, they negotiated the transfer of 1,470 hectares of freehold and leasehold property to the State in return for a financial package (yawuru.com/141209/2016). This group prepared a submission to the Kimberley Regional Investment Blueprint that noted the "Yawuru people consider themselves as equity partners in both the Broome and the Kimberley economy." The submission noted challenges to Aboriginal tourism (Aboriginal capacity building, employment participation and improved living conditions) (Nyamba Buru Yawaru n.d.) and commented on the importance of Aboriginal culture, as it is a "critical comparative advantage that the Kimberley region possesses particularly in terms of tourism development." The submission identified guided tours of Broome's Chinatown and cultural eco-tourism products as potentially profitable ventures and suggested the government should make a strategic investment in tourism training that prioritises indigenous employment and development, as tourism had the potential to generate substantial employment for indigenous people.

The Blueprint's vision and goals for tourism provided descriptive targets that reflected a transformation process between now and 2036 in terms of growth, product diversity, reductions in the cost of access, the establishment of a "Kimberley Brand," increased visitor spend and improved visitor satisfaction. All this would raise tourism

employment to 8,000, with 44% being of Aboriginal descent. Tourism was seen as a low-impact industry that would preserve the Kimberley brand (KDCTB 2016)

The Blueprint highlighted the significance of Government integrating the tourism industry (i.e. investors and operators) into the strategic process. The strategies to achieve these transformational targets were a repositioning of the region's tourism in response to changing market needs (e.g. improved domestic links with international air links; matching tourism-dependent infrastructure and developing appropriate strategies to support the functioning of tourism).

4.2 The Mid-West Region, Greater Geraldton

The Geraldton-Greenough Tourism Strategy 2009-2019 was commissioned by the Midwest Development Commission “to determine a realistic vision for Geraldton-Greenough for the foreseeable future including the key experiences to be offered” (p.11). The strategy was prepared following consultation with stakeholders, namely reference groups from tourism and other business. The Abrolhos Islands featured prominently. Recommendations that emerged included the formation of a Tourism Advisory Group to work with the City of Geraldton-Greenough and the Midwest Development Commission. However the City of Greater Geraldton still does not have a local tourism association. Further recommendations included product and experience development, improved infrastructure and marketing extensively to broader markets. However, the recommendations were not sufficiently detailed to provide a real understanding of the suggested actions.

The Midwest Development Commission, in consultation with Federal, State and local government agencies and non-government organisations, produced a Midwest Investment Plan 2011-2021 (MWIP) with 14 outcomes, of which the ‘Continued Expansion of the Tourism Industry’ was listed as outcome 12. The Midwest region has experienced growth in its tourism industry and had an average of 440,000 visitors each year from 2007 to 2009, of which 48% were tourists (MWIP 2011, p.35). Intrastate visitors accounted for 78% of the visitors, interstate 10%, with the remainder being international visitors. Three suggested tourism projects in were the Central Greenough hamlet upgrade, the WA Museum’s (Geraldton) HMAS Sydney Gallery and the sealing of roads to Kalbarri.

The Midwest Development Commission and Regional Development Australia Midwest commissioned the Midwest Tourism Development Strategy 2014 (MWTDS) in collaboration with Department of Planning and the Midwest Tourism Alliance, which included local governments in the Midwest region. Recommendations to grow regional tourism focused on increasing accommodation, including the development of resort style lodgings to attract high-yield visitors, improving access to tourism sites to enhance appeal and introducing Aboriginal and eco-nature based tourism activities, attractions and experiences.

The strategy, which was designed to build on the Midwest Regional Blueprint process that started in 2013-14, in which tourism was identified as “one of five Economic Development Pillars” (MWTDS 2014, p.5), noted “the region’s aged tourism infrastructure, limited holiday destinations, assorted branding (different towns) and international competition from neighbouring areas” were barriers to growth.

This Strategy was a detailed long-term plan with a 2050 horizon. It identified development opportunities and sub-regional priorities for each of the Midwest’s three regions (the Batavia Coast, the Murchison and North Midlands). Five strategic aims designed to improve the region’s wayfinding, open up spaces and sites to tourism, increase accommodations, attract higher yield and greater RV markets and focus on eco-nature tourism activities, were noted. Six overarching regional priorities (the Abrolhos Islands, Kalbarri National Park, the development of coastal nodes and 4WD tracks and the introduction of DPAW parks into tourism destinations) were also outlined. The Strategy’s strongest focus was on capital intensive projects in the City of Greater Geraldton and in the Abrolhos Islands, which was not surprising, as the Geraldton Accommodation Study (2008) had noted a need for “an additional 300 rooms in the medium term and 386 rooms in the long term” (p.13). The Batavia Coast Marina was suggested for accommodation development and plans for tourism development in coastal areas of Irwin and the Chapman Valley that focused on RV holidays and camping sites were also raised.

The Midwest Regional Blueprint August 2015 (Blueprint) was described as “a 2050 growth and redevelopment document strategy for an intergenerational, global, innovative and dynamic Midwest region that attracts and retains talent and

investment”. It presented the 2050 vision as five pillars, with each dedicated to physical infrastructure, digital and communications, economic development, desirable communities and knowledge and learning. The tourism industry was an integral element, with the goal being “to attract 1,000,000 visitors each year that stay in and enjoy the region for longer” (p. 6). The ‘high-level’ strategies to achieve this goal were to develop a world-renowned tourism region with iconic destinations and attractions, develop access to destinations and provide unique quality event experiences, encourage investment by creating investment-ready sites, ensure reliable internet connectivity for tourists and ensure a varied and diverse choice of subregional tourism opportunities (p. 6). The Blueprint acknowledged the Midwest Development Commission’s continuing to work with stakeholders and the development of strategies aligned with the five pillars.

The Midwest Development Commission Annual Report 2014-15 (MWDC) is the final document for this destination. The ‘Chairman’s Report’ reiterates the Commission’s commitment to the Blueprint and, in so doing, redesigned its organisational structure to optimise its implementation (p. 5). This is what the Annual Report said:

“The Blueprint is effectively our agency’s new strategic plan and will guide our efforts in future years and give us something to measure our effectiveness against” (p.06).

“Tourism has become an exemplar in 2014-15, with a ‘development strategy’ completed that revealed six key investment opportunities that are now enjoying significant focus and traction. These potential tourism game changers are: Tourism development at the Abrolhos Islands; Kalbarri National Park iconic Skywalks and tourist infrastructure; Coastal nodes and campgrounds; Kalbarri to Shark Bay 4WD trail; Conservation estate development; and Murchison geo-tourism” (MWDC Annual Report 2014-2015, p. 5).

The Midwest Regional Development Commission worked with local governments to oversee the completion and launch of a Midwest Tourism Development Strategy, with a regional vision for tourism development. This Strategy further emphasised:

“The Strategy highlights development priorities for each subregion and prioritised six potential game-changing tourism projects for development” (MWDC Annual Report 20145-2015, p. 5).

4.3 The Great Southern Region, Albany and Denmark

The City of Albany is the first of eleven municipalities in the Great Southern economic region. The others municipalities are Shires. A ‘City’ is described as predominantly urban and having large regional centres and ‘Shires’ are described as predominantly rural or outer suburban areas (Western Australian Local Government Association n.d.).

The Great Southern Development Commission (GSDC) is a State Government agency with responsibilities to coordinate and promote economic and social development in the region (Great Southern Development Commission n.d.). It works with a range of stakeholders to develop the region’s tourism sector, focusing on “joint funding of marketing, product development and research associated with future private and public sector investment in regional assets.” GSDC’s Regional Development Blueprint (Blueprint) was designed to “provide a key strategic guide to investment and decision-making” for the region. The Blueprint included “seven transformational project areas” as being a focus to achieve its “vision and mission” for the region (gsdc.wa.gov.au/2016). Tourism was transformational Project Six, and positioned the region as a “Destination of Natural Choice.” The Project’s objective for tourism titled “Iconic and Creative Tourism” said this: “Further develop the Great Southern icon tourism product and its marketing to prospective visitors and support the growth of a dynamic arts and creative sector with links to the tourism industry” (Great Southern Development Commission n.d.).

Actions listed to grow the tourism economy included enhancements to national parks, improvements to Middleton Beach, attracting investment to the Albany Waterfront and developing tourism products and events, and creating hubs for various activities and attractions. A further objective noted in this document is a requirement for “Establishing a south coast sub-regional tourism body to improve tourism and safety” (p.6).

In an informal interview, a GSDC senior executive discussed the role the GSDC played in the development of tourism, commenting:

“GSDC does not do any research on tourism to produce the Regional Blueprint and anything we produce is based on information from Tourism WA or the Department of Regional Development. We would shy away from any State Government tourism document that would say that it is the GSDC’s responsibility to do X, Y or Z for tourism”.

The Regional Development Australia Great Southern Regional Plan 2013-2018 identified its first Key Priority Area as Industry and Infrastructure Development, including Tourism. The three other Key Priority Areas are Education, Training and Employment, Environment and Natural Resource Management, and Community and Social Inclusion. The Regional Plan proposed to “strengthen regional tourism marketing and coordination to develop destination branding and maximise tourism opportunities” (p.9).

The Regional Plan identified the Great Southern region’s potential for heritage-based tourism including aboriginal and earliest European settlement in the state with its natural resources, existing ‘world-class’ events and the growing food based tourism. However, it also noted “lack of coordination within the tourism industry and under-promotion of the region” (p.22) and the lack of quality accommodation; i.e. 5-star. Other tourism challenges noted in the region included the “slow uptake and lack of tourism leadership in planning of infrastructure and events.” The Regional Plan further identified the need for a Regional Planning Authority to support industry growth and proposed the support and advocacy of the tourism industry including liaison with local tourism organisations and in growing eco-tourism in the region.

The Department of Regional Development Great Southern Region in Profile 2014 was a document from the Minister of Regional Development, which proposed a number of projects directed at infrastructure and services funded by the Royalties for Regions program for the years 2014-2015. The Profile included tourism as a significant contributor to the region’s economy and made mention of projects in destinations, in Katanning and in Albany. However, there were no projects identified for Denmark.

Regional Development Australia Great Southern Regional Plan stated its directions for the region, among which was an aim to “attract visitors and tourists from intrastate, interstate and overseas to world class attractions and to experience a unique lifestyle” (Regional Development Australia Great Southern n.d.). However, the Regional Plan 2013-2018 made interesting an observation about tourism in the region, noting a “lack of coordination in the tourism industry and under-promotion of the region (and a) slow uptake and lack of leadership in planning and implementation of tourism infrastructure and events.” (Regional Development Australia Great Southern n.d.).

4.4 The Southwest Region, Margaret River

A web-based search for published tourism plans for Margaret River and the South West Region of Western Australia found several documents dating from 2004. State Government agencies, local governments and non-government organisations involved in the destination or the region usually commissioned the documents. The search found two documents produced by the West Australian Tourism Commission (Tourism Western Australia Pathways Forward: Strategic Plan 2003-2008 and Tourism Western Australia Strategic Plan 2005-2010) (Hansard, Assembly 12 June 2007, p2996b-2997a).

The Great South West Edge National Landscape (2013) commissioned by the South West Development Commission (SWDC) identified the coastline between Busselton and Esperance as a collaborative experience of tourism, community and conservation targeted at Experience Seekers. This market segment was Australia’s highest yielding international market segment. The strategy, called the Experience Development Strategy, included the South West, Great Southern and the Golden Outback tourism regions. Key enablers identified were the development of recognised tourism routes, the engagement of existing and emerging tourism businesses, the development of a marketing and communications plan and further infrastructure development.

The Tourism Futures South West (2013-2018) was a strategic tourism plan also produced by the South West Development Commission. This covered the South West economic region’s 12 shires, intended to develop “tourism related infrastructure, events and product packaging targeted at national and international markets” (p.4). The strategy was prepared during a period synonymous with high accommodation

demand in Western Australia because of the boom in the resource sector and an increase in the number of conferences held in the State. This strategy, in fact had a negative impact on intrastate visitor numbers.

The South West Regional Blueprint (2014) (Blueprint) is an aspirational document that saw “population, productivity and jobs growth as pivotal drivers” for the South West economic region. The Blueprint supported a population growth rate “significantly higher than Australia’s national rate” (p.2), leading to a regional population of 230,000 in 2026, with “major growth around the coastal towns” (Western Australia Tomorrow, 2012). The Blueprint suggested ‘regional imperatives’ included infrastructure, industry and business, people and place, and community (p.3).

The Blueprint’s tourism priorities were listed in the industry and business section and were described as “raising interstate and international visitation by developing infrastructure in core South West experiences of wine and food, art and culture, events, Aboriginal Noongar experiences and landscapes” (p.7). Increasing high-quality international events, memorable experiences, making main streets in the towns vibrant, improvements around the iconic attractions of the region by integrating nature based and marine tourism with the iconic attractions, would achieve these priorities.

According to Tourism Research Australia, the South West region of Western Australia is “the seventh most dependent tourism region in Australia across different measures” (TRA, 2011). This makes the region vulnerable to economic downturns and, as a result, the SWDC has tried to build resilience by allocating people dedicated to tourism. The Blueprint showed how the SWDC was approaching its tourism related tasks, citing opportunities “to support the tourism sector”. Specific to Margaret River, the Blueprint noted a need to “position Margaret River as a regional centre for expanded wine production and tourism based on landscape, sea and surf, wine, food and prestige experiences” (p. 78) and further suggested:

“Tourism investment is an important area of public policy consideration as the benefits of providing tourism infrastructure accrue to a large number of operators rather than a single operator” (p. 29).

“Coordination failure between operators makes it difficult for operators to substantially contribute to infrastructure, although exceptions do exist” (Research informant).

“Margaret River and Busselton have strong Visitor Centres that operate attraction assets and are able to reinvest in these assets through entry fees” (Research informant).

The South West: A region in profile (2014) (Profile) was prepared by Department of Regional Development (DRD) and provided a condensed view of the economic development of the region. The Profile highlighted the prominence of the South West as “the most popular tourist destination in regional Western Australia”. The DRD administered the Royalties for Regions program, which is a state government initiative that promised to allocate in excess of \$343 million to the South West region to infrastructure and implementation of economic, social and community development projects. The Profile encouraged investment in tourism (p.17) and called for projects in “accommodation development, wine tourism, corporate tourism and nature based tourism” to support the state government’s infrastructure investment on the Bunbury Waterfront and the Augusta Boat Harbour.

This section reviewed regional documents that contained tourism development in the destinations selected for this study. The next section looks at the current relationships that connect tourism with local government at a state level. Tourism-related documentation at the local government level will be reviewed in the case destination chapters following this chapter.

5.0 Tourism and local government in the regions

The Western Australia Local Government Association (WALGA) is an incorporated body representing Local Government Authorities. Within the state, there are 140 Local Government Authorities, of which 45 are in metropolitan Perth and 95 are in regional Western Australia. Local governments comprise WALGA. WALGA is a non-government entity and the peak organisation for local government in Western Australia. WALGA’s aim is for local government in Western Australia is founded on

good governance, autonomy, local leadership, democracy, community engagement and diversity.

The WALGA Strategic Plan 2010-2015 came about “against a backdrop of significant change anticipated over the next few years, both within the Association and throughout the local government sector.” The aim of this strategic plan was to “review the nature, charter and representational structures of WALGA,” (p.4) in readiness for change. A reform for sustainable local government proposed that WALGA assist with skilling for change management and the development of performance cultures in local government. To facilitate for change WALGA proposed a review of geographical alignment of Zone and State Council local government structures to reflect reform initiatives in the local government sector and “to develop and maintain partnerships with other spheres” of (State) Government.

The WALGA Strategic Plan 2015-2020 was a short document which noted a strategic focus for WALGA that was “to have greater than 80% member satisfaction with WALGA within three years” (p.3). This was to be achieved through a greater understanding of local government business by providing “value and financial benefits, and a united voice” for local government. Member engagement, building local government capacity and enhanced reputation and relationships, were the key strategies found in this document.

Within WALGA, tourism had its place in Planning and Community Development. Following numerous requests from local government about tourism, WALGA produced the Local Government and Tourism Discussion Paper 2015. This discussion paper also contained a survey “to assist with developing recommendations on future WALGA and local government roles in tourism” (p.38). This was sent to “139 Local Governments” (p.38).

WALGA reported that “33 Local Governments responded, of which 27 were non-metropolitan [regional] and five (5) were from the metropolitan region”. The remaining 106 local government “that did not respond to the survey” (p.39) were sent emails. The emails requested a copy of the local government’s tourism strategy if one was indeed available, and whether a Tourism Manager/Officer role was in the local government structure. WALGA recorded that it had received 53 responses. These

responses were indeed prompted by telephone calls requesting a response from local government to WALGA's survey and discussion paper.

According to WALGA, findings from survey responses combined with responses to email and telephone requests suggested WALGA's involvement in improving tourism for local government essential and warranted. WALGA acknowledged that with the diminishing resources sector, several local government turned to tourism as one of the options available to develop local economies.

Five (5) local government areas in regional Western Australia were in the context of this study, and these were the Shire of Broome, the City of Greater Geraldton, the City of Albany, the Shire of Denmark and the Shire of Augusta-Margaret River. These areas are effectively the case study destinations subject of this research. Accordingly, research data from local government in these destinations will form part of the analysis starting in the next chapter of this study. As noted earlier in the earlier section of this chapter, WALGA described a 'City' as predominantly urban and having large regional centres and 'Shires' as predominantly rural or outer suburban areas (walga.asn.au/2016). Local government 'Councils' often shared the descriptive name of the municipality. Accordingly, this will appear so in the next chapters examining the case destination.

In the meantime, Table 5.1 provides an understanding of the tourism lifecycle stage and tourism characteristics of each destination in 2010. It would be reasonable to state that Geraldton and Albany had a history of once being a coastal tourism destination and both are now attempting to enter mainstream or mass tourism, as we know it today. It is likely that industrialisation and commercialisation of these two destinations lessened their appeal as tourism destinations over time, and hence, became 'Cities'. Conversely, destinations like Broome, Denmark and Margaret River are attempting mainstream tourism; however, only Margaret River has reached a stage of maturity, and Broome and Denmark are yet to mature. By a similar argument, these three destinations are towns found within an area referred to as a 'Shire'.

Table 3: The destination lifecycle stage and tourism characteristics

Destination	Stage in Destination Lifecycle	Accessibility Barriers	Lodging & Accom.	Attractions & Activities	Amenities	Awareness
Broome	Development	Very High	High	High	Medium	High
Geraldton	Rejuvenation	Medium-High	Medium	Medium	Medium	Medium
Albany	Rejuvenation	High	Medium	Medium	Medium	Medium
Denmark	Development	High	Medium	Medium	Medium	Medium
Margaret River	Consolidation	Medium	High	High	Medium	High

Source: Tourism WA, *Tourism Development Priorities 2010-2015*

The closest destination to Perth is indeed *Margaret River*, a 2.5 to 3-hour drive from Perth. *Geraldton* is a 3.5 to 4 hour drive from Perth, whilst *Albany* and *Denmark* are a 5 to 5.5-hour drive from Perth. *Broome* is a two and a half days drive from Perth, or a 5-hour flight. *Broome* and *Margaret River* have high levels of accommodation choices and natural and built attractions/activities and consequently there is high awareness to the tourism offering. Geraldton, Albany and Denmark are in a medium range of tourism characteristics.

Table 5.2 provides a visitation history to the five destinations in this study as obtained in 2010. The purpose of this table is to illustrate the development of tourism in the regions since the beginning of this century.

Table 4: The destination annual average visitation 2001-2008

Destination	Intrastate	Interstate	International	Total
Broome	60,000	66,600	35,200	161,800
Geraldton	67,600	26,500	24,900	119,000
Albany	118,900	48,900	42,000	209,800
Denmark	57,900	10,600	9,500	78,000
Margaret River	265,000	66,000	53,400	384,400

Source: Tourism WA, *Tourism Development Priorities 2010-2015*

Not surprisingly, Margaret River had the highest annual average visitation and this was then composed of 69% intrastate, and a combined interstate (17%) and international (14%) visitation of 31%. As at the time of this study, the combined interstate and international visitation was approximately 15% (TRA 2016). Albany followed Margaret River as the second most visited destination with 57% composed of intrastate travel and a combined interstate (23%) and international (20%) visitation of 43%. Broome was the third most visited destination with just 37% of intrastate travellers and a combined interstate (41%) and international (22%) visitation of (63%).

Geraldton was the fourth most visited destination and it recorded 57% of intrastate travel and a combined 43% of interstate (22%) and international (21%) travellers, making this destination at par with Albany. Denmark was the least visited of the five destinations in this study with 74% of intrastate travellers and a combined 26% of interstate (14%) and international (12%) visitation.

6.0 Conclusion

Appendix C presented the overview of tourism planning for regional Western Australia. Section 1 offered an introduction to the relevant government departments and agencies (state and regional). Economic regions and tourism regions did not share similar boundaries; therefore, some destinations belonged to one region for tourism purposes and to another region in terms of economic development. Accordingly, Section 2 presented the boundaries of the two types of regions relative to the tourism destinations selected for this study. Then, Section 3 presented the document review and analysis of tourism planning by the Western Australian Government and Tourism WA (State Government agency for tourism). This section reviewed and analysed tourism related documents and plans that were linked to the case destinations being examined in this study. *Tourism WA*, the primary State Government agency for tourism produced 17 of these documents.

Section 4 presented the document review and analysis of documents that contained references to tourism planning and strategy that were prepared by State Government, namely, the *Regional Development Commissions* (State Government agencies), *Regional Development Australia Committees* (Federal Government NGOs located in the economic regions) and WALGA (State Peak Body for local government). This section contained the review and analysis of 22 documents. Section 5 presented the involvement of Local Government Authorities in tourism, particularly through the involvement of Western Australia's Local Government Association (WALGA). This section also described the selected tourism destination's stage in its life cycle together with visitation characteristics (local government tourism related documents were examined in case chapters; i.e. Chapters 4 to 8).

The five case destinations selected for this study were located in three ‘tourism’ regions and in four ‘economic’ regions. *Tourism WA* published tourism plans starting in 2003 followed by subsequent updates made in 2005. By 2009-2010, *Tourism WA* adapted the *National Long-Term Strategy for Tourism* to Western Australia (reviewed in Chapter Four). From then on, *Tourism WA* published a series of *Destination Development Strategies* (2007-2017) for each of the tourism regions that contained the case destinations identified for examination. *Destination Development Priorities* (2010-2015) were an update to the 2007-2017 *Strategies*. These *Priorities* 2010-2015 aligned to the *State Government Strategy for Tourism 2020* published two years later, 2012. During this same period, the Western Australian Government through *Tourism WA* updated the strategy for Indigenous tourism, and published strategies for Regional Events, a Caravan and Camping Strategy and a Cruise Shipping Strategy.

Economic regions produced tourism and tourism strategy planning that started around 2013 after the 2012 release of the *State Government Strategy for Tourism 2020*. Economic regions produced economic development plans (*Blueprints*) that contained a context to tourism. In general, these plans contained aspirations rather than strategies; however, two Regional Development Commissions produced tourism development strategies. There were five regional local government areas in the context of this study. The tourism context for the case destinations as it relates to local government is addressed starting in the next Chapter, which is the examination of the Broome case.

Post script:

This review found no evidence or direction to suggest regional tourism development officially assigned to another State Government department when Tourism WA redefined its purpose as a marketing organisation and established the five regional tourism regions in 2004.

Policy and strategy for tourism are not showing as being important. There is talk about issues for consideration for policy and strategy, however, there is suggestion emerging that good policy and strategy for tourism could raise tourism performance.

Appendix C1: State tourism documents

1. 1973 State Government *Tourist Act 1973-1981*
2. 1983 *Western Australian Tourism Commission Act 1983* (To repeal Tourist Act 1973-1981)
3. 2003-2008 Tourism Western Australia *Pathways Forward: Strategic Plan*
4. 2005-2010 Tourism WA *Strategic Plan*
5. 2005-2006 Local Government Areas: Bed & Breakfast Policy; Ecotourism vs Nature Based Tourism; What is cultural tourism?; Successful Tourism Design; What is a tourist attraction?; Attributes of success
6. 2006 Tourism WA *Heritage Tourism Strategy*
7. 2007-2017 Tourism WA *Destination Development Strategy: North West, Coral Coast, South West*
8. 2008 Tourism WA *Tourism 2020 Discussion Paper for Public Comment*
9. 2010-2015 Tourism WA *Tourism Development Priorities: North West, Coral Coast, South West*
10. 2010 Tourism WA *Annual report 2009-2010*
11. 2011 Tourism WA *Hotel Investment Incentive Packages for Western Australia*
12. 2012 Tourism WA *State Government Strategy for Tourism in Western Australia 2020*
13. 2012 Tourism and Transport Forum *Comment on Tourism WA 2020 Paper*
14. 2012 Tourism WA *Caravan and Camping Strategy*
15. 2012-2020 Tourism WA *Cruise Shipping Strategic Plan*
16. 2013-2014 Tourism WA *Corporate Plan*
17. 2014 Tourism WA *Industry Briefing*
18. 2014 Tourism WA *The Future of Visitor Centres in Western Australia*
19. 2014-2015 Tourism WA *Corporate Plan*
20. 2015 Tourism WA *Influence of Western Australian visitor centres on tourist behaviour*
21. 2015 Tourism WA *Annual report 2014-2015*
22. 2015-2016 Tourism WA *Industry Briefing*
23. Department of Regional Development n.d., Available from: <http://www.drd.wa.gov.au> [October 2016]

24. Tourism Western Australia n.d., Available from: <http://www.tourism.wa.gov.au> [October 2016]
25. Regional Development Council n.d., Available from: http://www.drd.wa.gov.au/Regional_Development_Council. [October 2016]
26. Kimberley Development Commission n.d., Available from: <http://kdc.wa.gov.au/publications> Regional Investment Blueprint [October 2016]
27. Nyamba Buru Yuwaru n.d., Available from: <http://yawaru.org.au> [October 2016]
28. Western Australian Local Government Association n.d., Available from: <http://www.walga.asn.au> [October 2016]
29. Great Southern Development Commission n.d., Available from: <http://www.gsdw.wa.gov.au> [October 2016]
30. Western Australian Planning Commission n.d., Available from: <http://dpih.wa.gov.au> Western Australia Tomorrow 2012 [October 2016]

Appendix D: The case study protocol

1.0 Overview of Case Study Project

This section presents an overview of the case study protocol

1.1 Aims and background

The aim of this study is to understand how tourism policy and strategy impact tourism success. A priority of the study is to first identify what tourism success looks like in a regional destination, in particular, in a regional tourism town located outside the region of the main city and beyond the metropolitan limits of the main city. The study will look at the most effective ways to measure tourism success in a destination and to identify those factors of tourism policy that impact the firms' capabilities for tourism success.

The proposed research will look at Western Australia's four outlying tourism regions, specifically the key tourism town/s located within the regions. Participants will consist of agents and suppliers of tourism products and services; these are the stakeholders for the purpose of this research. This research will attempt to find out how these agents and suppliers perceive tourism success and what impact current tourism policy has and how it affects the performance of their business.

Agents and suppliers of tourism products and services in a destination comprise:

- Tourism leaders and/or entrepreneurs and individuals who have made significant contribution to the functioning of tourism;
- Tourism businesses and the economic environment it operates in;
- Tourism business employees;
- Tourism interest groups; and
- Local Government, whose fundamental contribution determines how tourism functions in the region the destination is located in.

Western Australia's regional tourism is small enterprise, often a family business domain. The prevalence of small family business in regional tourism is well established Australia-wide (Page & Getz 1997, p. 191). In regional Western Australia, family business has been described as the backbone of tourism and is responsible for an extensive range of tourism services (Carlsen, Getz & Ali-Knight 2001).

1.2 Previous research into tourism policy, strategy, and tourism success

Conceptual problems with tourism policy might exist because tourism policy literature is not well developed in terms of frameworks, approaches and theories (Kerr 2003). This makes it difficult to take a systematic approach to tourism policy, which would help policy-makers develop appropriate tourism strategies (Alavi & Yasin 2000). Tourism's growth over the last three decades, and signs that this growth is set to continue, has not created any literature on how tourism policy is actually formulated.

It is widely acknowledged that tourism policy is a government domain (Scott 2011; Elliot 1997; Ahmed & Krohn 1990; Kastenzholz, Davis & Paul 1999; Mullins 2009; Makhlouf 2012; Kerr, Barron & Wood 1999; Faulkner 1997; Hall 1994; Augustyn & Knowles 2000; Hystad & Keller 2008). Hall (1994) suggested Australian tourism public policy should be developed by those in the tourism policy arena. He presents a compelling argument that tourism policy is determined by those in government. Kerr (2003) agrees; however, he argued that good government tourism policy cannot be achieved because of the fractious nature of tourism's diverse multi-sectorial activity. Indeed, he claims, "there is no formal tourism planning mechanism, and whatever planning is done is usually incorporated into local plans rather than regional or state planning" (Kerr 2003, p. 27). If true, this is unfortunate, as public policy is critical to tourism's success (Hall 2011, p. 14).

Within tourism, policy has been defined as "a mechanism that provides a framework for the future direction of tourism, and in which decisions affecting tourism can be made" (umanitoba.ca/tourismpolicy.html).

Hall (2008) suggests three reasons for establishing good tourism policies, arguing such policies help:

- Develop an ability to understand how tourism policy decisions come into being and the impacts these decisions create.
- Develop an ability to understand the data needed to make tourism related decisions and to construct solutions to the practical problems that are likely to emerge.
- Our understanding of the interests and values of those who are directly and indirectly involved in tourism, such as firms providing tourism products and services and users of these services including the residential communities in which tourism takes place.

Kerr (2003) provided a framework for analysing tourism policy that focuses on understanding the complexities of policy and policy making and identified participation and the process of formulation as desirable within an evolutionary approach. C. Jenkins (1982, p. 22) supports the argument, but also suggested that, “little attention (has been paid) to the ways (tourism policy) is formed in developing countries, and almost no attention to the training and educational needs of those policy makers,” adding support for the need to undertake the proposed study.

However, government’s involvement in tourism clearly “depends on the level and importance of tourism activity to the country” (Jenkins 1980, p. 54). Tourism often seems to be a source of controversy because tourism planning is based on “optimistic projections and outcomes” (Buhalis 1999) and this suggests that a better understanding of the policy process would be useful.

Some of the practical implications of tourism policy are significant because of governments’ involvement and cooperation with international carriers, interactions between major sectors of government, the use of resources that are also used by locals (e.g. parks, monuments, art galleries, public transport), the issuing of tourist visas and the funding of industry-related marketing (Ahmed & Krohn 1990). Often “it is only governments that can negotiate and make agreements with other governments on

issues of immigration and air traffic and landing on country and state territory” (Elliot 1997, p. 2), again highlighting the importance of having appropriate policies in place.

Governments make decisions about developing a tourism industry because it is a fast-growing and often major economic sector (Makhlouf 2012), contributing to economic growth and attracting foreign exchange, while generating employment and stimulating regional development (de Sausmarez 2007). Maximising tourism benefits requires sound, sustainable policy and appropriate government investment in infrastructure (Narayan 2006). Government investment may include owning direct and indirect assets and all forms of services that make the tourism industry operate effectively (Fayos-Sola 1996). Smeral (1998) for government involvement and policy formulation because:

- Of the potential for market failures.
- Governments’ need to understand its cultural, social and environmental effects.
- Tourists use public goods.
- The spatial nature of tourism requires effective land-use planning.

Tourism’s consequential effects on communities and natural environments need to be controlled and managed effectively (Scott 2011). Catastrophic events, crises and disasters, storms, terrorism, earthquakes and bush fires has led to calls for government to have an involvement (Cioccio & Michael 2007) because of a lack of properly developed disaster management plans in some tourist destinations in the past (Faulkner 2001).

The formulation and implementation of tourism policies reflect a diversity of government priorities and circumstances (Baum 1994). Tourism development in regions and locally typically occurs within a framework of individuals and community interest groups (Hall 1999).

However, in order “to further our understanding of tourism policy, greater focus is required at the levels of the individual enterprises and the smaller implementing

organisations, rather than the higher levels organisations, for this is where a large part of tourism policy is made” (Greenwood, Williams & Shaw 1990, p. 55). Thus it seems a focus on stakeholders in the policy making process, their relationships and the structural context in which these take place is the solution to creating tourism policy usefulness (Pforr 2006, p. 86).

Tourism policy can lead to conflicts between government departments. As an example, the ‘whole-of-government’ interaction of tourism in New Zealand was difficult to implement because of its broad inputs and its effects on other government areas (Zahra & Ryan 2007). Public intervention at a national and regional level fostered the growth of tourism [in Paris], especially as “broader cultural and political considerations often appear to outweigh more immediate economic gains” (Pearce 1998, p. 457). Indeed, the relevance of good tourism policy is critical as “badly managed tourism is prone to create negative perceptions of everything else” (Weidenfeld 2013, p. 191).

1.3 Definitions of tourism, tourism success and a tourism destination

The United Nations World Tourism Organization (UNWTO) defines tourism as a sector of the economy that comprises the movement of people and a system of interacting relationships of people and their needs to travel outside their communities, and services that respond to these needs by supplying product. International tourism occupies fourth place amongst the world’s leading industries (Makhlouf 2012). Tourism plays a key role in the regional Western Australian economy and accounts for employment in a variety of sectors in industry directly and indirectly related to tourism.

“Tourism comprises the activities of a person travelling to and staying at places outside their usual environment for not more than one consecutive year for leisure, business and other purposes not related to the exercise of an activity remunerated from the place visited (www.unwto.org).”

The tourism industry structure in Western Australia consists of three major and highly inter-related groups of stakeholders: these stakeholders are the infrastructure owners,

the suppliers of tourism products and services and the consumers of these products and services.

This research will focus on tourism success as seen from a destination perspective. This is important because the destination has two primary roles, and varying supporting roles.

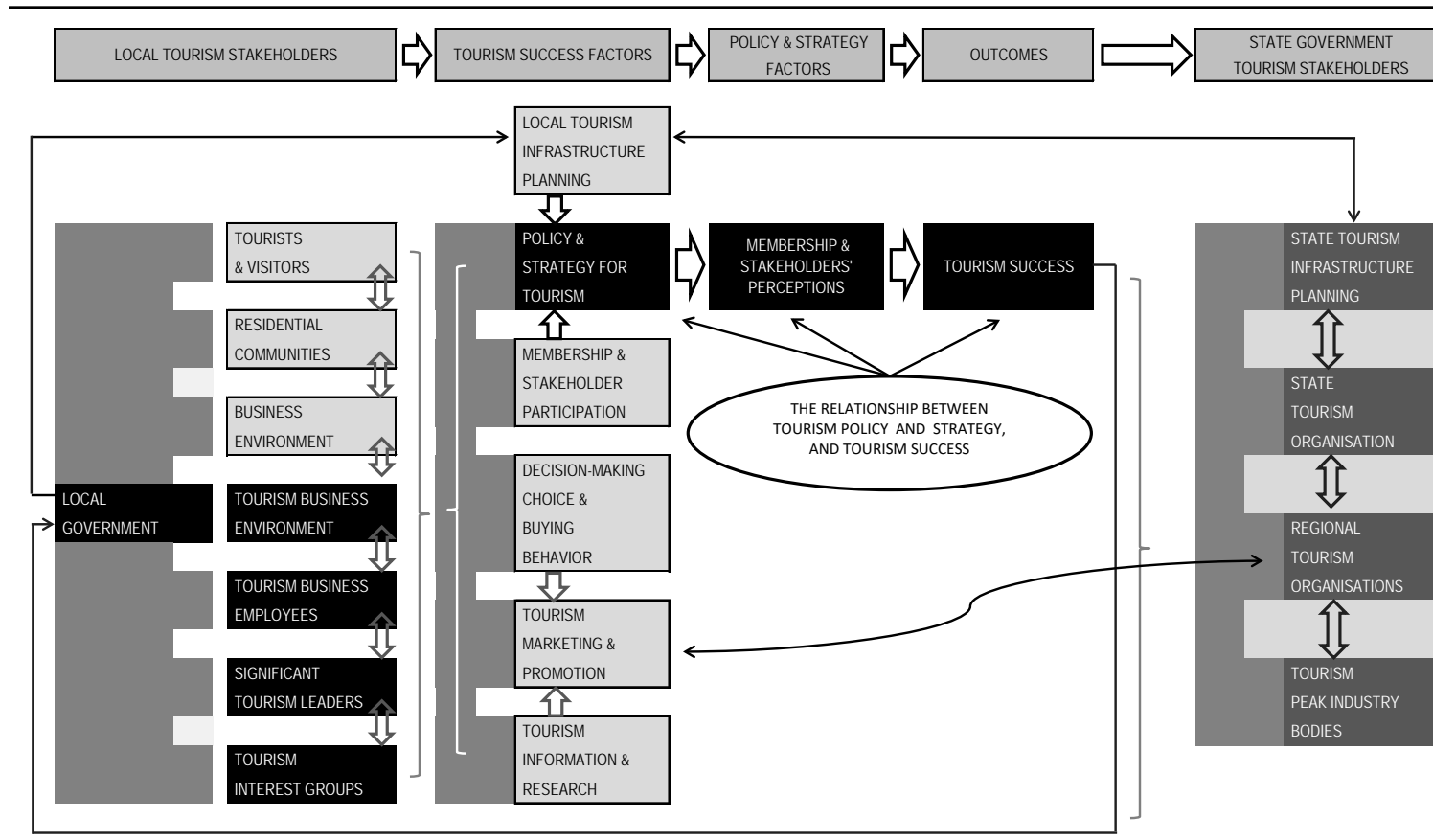
“The first of these roles is that the destination needs to enhance the social and economic well-being of those who live within its boundaries. The next primary role for the destination to qualify as a tourism destination, it must provide the enhancement of resident well-being by offering a range of activities and experiences of the kind identified as tourism experiences” (Ritchie & Crouch 2003, p. 191).

“This experience with the provision of this range of activities, when enjoyed by the resident and the visitor at the acceptable price level, and enables the destination to operate in a sustainable manner – might generally be regarded as tourism success” (Bornhorst, Ritchie & Sheehan 2010, p. 573).

For the destination to operate in a sustainable manner, the destination must meet the needs of its societal, cultural, economic and environmental elements.

For this reason, the destination will be the primary unit of study and management action, otherwise called the unit of analysis. Accordingly, and for the purposes of this research, the destination is defined as:

“A geographical region, political jurisdiction or major attraction which seeks to provide visitors with a range of satisfying or memorable experiences” (Bornhorst, Ritchie & Sheehan 2010, p. 573).



Tourism Success: A Model of Local Tourism Stakeholders and Success Factors

Source: Sautter & Leisen, 1999 (*Tourism Stakeholders*) and Bornhorst et al. 2003 (*Determinants of Tourism Success*)

Figure 1: The research model showing stakeholders, tourism success factors in the current structure of Western Australian Tourism

1.4 The case as the unit of analysis and its actors

Tourism agents and suppliers are the stakeholders and actors within the tourism destination for this study. Sautter and Leisen (1999) identified eight groups of stakeholders made up of consumers, providers and agents of tourism. This research will look at providers and agents of tourism as the “actors” for tourism success: local government, tourism business, tourism business employees, tourism interest groups and individuals in a destination whose contributions to tourism were sufficiently significant to promote or raise awareness of the destination

1.5 Research questions

The key research questions in this study are summarised below:

RQ1: How do participants feel the processes of planning, managing and measuring contribute to formulating and implementing tourism policy?

- (i) *What is Local Government’s vision for tourism in this town?*
- (ii) *How do you plan tourism in this town?*
- (iii) *What is the process for planning tourism?*
- (iv) *How is the agenda for tourism planning composed?*
- (v) *Who is involved in the composition of this agenda?*
- (vi) *What is the process for its composition?*
- (vii) *Is there a documented procedure for tourism planning? If not, why isn’t there one?*
- (viii) *Who are the key players of tourism in this town?*
- (ix) *How do these key players fit in the stakeholder group of tourism planning?*
- (x) *How is the stakeholder group decided?*
- (xi) *What criteria are there for participation in the tourism stakeholder group in this town?*
- (xii) *Who represents the residential community in tourism planning?*
- (xiii) *How does the residential community contribute to tourism planning?*
- (xiv) *What activities/actions are used to engage the residential community in tourism?*
- (xv) *What processes are in place to manage and control tourism in this town*

- (xvi) *Who is responsible for understanding the performance of tourism?*
- (xvii) *What is the process being used to understand and measure this performance?*
- (xviii) *Who are the significant individuals or organisations setting the tone for tourism?*
- (xix) *How does local government support and participate in tourism planning?*
- (xx) *What does local government do to support significant tourism individuals?*
- (xxi) *What processes and procedures exist to help those with a vision for tourism?*

RQ2: How do participants feel about using tourism policy to create a positive tourism destination environment?

- (i) *How is current tourism policy beneficial to this town?*
- (ii) *If not beneficial to tourism planning, how is this not useful?*
- (iii) *If it is, how does this influence, even guide the process for tourism decision-making?*
- (iv) *How do you feel about the development of tourism in this town?*
- (v) *What can you tell me about the history of tourism development in this town?*
- (vi) *What are some of the most recent tourism developments in this town?*
- (vii) *How did these developments come about?*
- (viii) *Were these planned or did they just happen because of someone's interest?*
- (ix) *How is there widespread community support for tourism?*
- (x) *Does the community see and understand the benefits of tourism for itself?*
- (xi) *If it does, how is this shown? If not, why is this so?*
- (xii) *Does the community understand the business of tourism and what it entails?*

- (xiii) *Does the community encourage visitors to this town?*
- (xiv) *What does the community do to welcome visitors?*
- (xv) *Why do visitors come to this town? What are the reasons for visitation?*
- (xvi) *What tourism facilities might the community enjoy apart from what it has already?*
- (xvii) *How does the community support the efforts of tourism business in this town?*
- (xviii) *If the community doesn't support tourism, why is this?*
- (xix) *What are the challenges for developing tourism in this town?*
- (xx) *What do you consider being the natural tourism attributes of this town?*

RQ3: How do participants feel tourism supply planning impacts policy and strategy?

- (i) *How is the use of tourism facilities evaluated in this town?*
- (ii) *Who are the main users of the facilities?*
- (iii) *How many user-groups are you able to identify?*
- (iv) *What would be the demand distribution of facilities between locals and visitors?*
- (v) *How much of the accommodation facilities are used by visitors?*
- (vi) *How much of other tourism facilities are used by locals besides visitors?*
- (vii) *How much visitation to this town stays with relatives and/or friends?*
- (viii) *What do visitors expect when they come to this town?*
- (ix) *How does this town provide good tourism facilities for locals and visitors?*

- (x) *Who decides or promotes the idea when upgrading of tourism facilities is needed?*

RQ4: How do participants feel tourism policy impacts on collaboration among tourism players in their destination?

- (i) *Does local government have a dedicated tourism 'expert' on the council?*
- (ii) *If so, how is this important to local government? If not, don't you see any importance?*
- (iii) *Is this 'expert' an independent councillor, i.e. no involvement in tourism business?*
- (iv) *If the 'expert' owns a tourism business, what type of business is it?*
- (v) *How does the town's Visitor Centre contribute to tourism?*
- (vi) *What does it do?*
- (vii) *How does it work with providers of tourism products and services?*
- (viii) *How do (key) tourism players in this town work together?*
- (ix) *How does local government promote collaboration between (key) tourism players?*
- (x) *What does local government actually do in its involvement with tourism players?*
- (xi) *How is tourism policy applied to support of key tourism players in their endeavours?*
- (xii) *What are major challenges of tourism players in this town?*
- (xiii) *Can you name them in order of priority?*
- (xiv) *How does local government assist in the performance of tourism in this town?*

- (xv) *What does local government do to understand the challenges of local tourism business?*

RQ5: How do participants feel tourism policy affects conflicts of interest in their destination?

- (i) *How many towns in the region consider tourism as integral to the town's economic well-being?*
- (ii) *How does this town go about growing and developing tourism? What does it do?*
- (iii) *Which are the towns within this region that consider tourism as important in the town's development?*
- (iv) *How does the town contribute to the overall effort of regional tourism planning?*
- (v) *How do the towns collaborate on the challenges of tourism development?*
- (vi) *Who are the tourism interest groups in this town? Do these groups work autonomously or do they cooperate on promoting the town's tourism industry? What do they do?*
- (vii) *Are tourism players equally represented in these tourism interest groups?*

RQ6: How do participants feel tourism policy affects having a tourism destination policy when this could help them become a better tourism destination?

- (i) *Can you provide an example of tourism policy that lead to actions in this town?*
- (ii) *How do you think tourism policy helped you to do this?*
- (iii) *If there is one policy you could change to alter outcomes for this town, what would it be?*
- (iv) *Is there anything about tourism you would like to introduce?*

(v) *If yes and you haven't done it, what is holding you back?*

RQ7: What sorts of tourism features do participants feel are important to bring tourism success to their destination?

(i) *How do you think you are successful as a tourism destination?*

(ii) *What are some of those things that without them, the town would not be a successful tourism destination?*

(iii) *Who are those in tourism in this town who one can really call them the "movers and shakers" or "key players" of tourism business?*

(iv) *How are they able to make things happen in tourism for this town?*

(v) *What other interests might these "key players" have in this town?*

(vi) *How are these guys influential in tourism success?*

(vii) *What do they do for the community besides tourism?*

(viii) *How do these guys collaborate effectively to achieve tourism success?*

(ix) *How has policy assisted these guys in doing tourism things they otherwise might have been unable to do?*

1.6 Significance and innovation

This research will be significant because it attempts to explore how regional tourism can be developed by understanding all the sides of the process that generates tourism success in a destination, and identify those elements of tourism policy that are critical to the performance of tourism firms.

An important reason for this research is also that innovation is a topic that captures the attention of people in tourism business. This will explore the validity of this concept in the context of how regional tourism needs to function for success and the study aims to deliver pathways to maximise tourism output.

Despite its importance, relatively very little attention has been given to how policy for tourism success is developed in the academic literature. This study will develop new insights into planning, managing and measuring tourism success and identify those key variables in tourism policy that will heighten collaboration between key tourism players and government in developing successful tourism policy. [Area for further longitudinal studies]

1.7 Building theory from case study research

Eisenhardt (1989a, p. 532) describes a process in which case studies are used to create theory. The case study has been described by Yin (1989, p. 18) as an empirical enquiry that investigates a phenomenon in depth and in real life context. Yin adds that this is especially so when the boundaries are not clearly evident. Glaser and Strauss (1967) argue that, “it is the intimate connection with empirical reality that permits the development of a testable, relevant and valid theory.”

The process described by (Eisenhardt 1989a, p. 353) is firstly a roadmap to creating and building theory which synthesises previous contributions by Miles and Huberman (1984) in qualitative research, and in the design of case study research (Yin 1981b), and in grounded research by Glaser and Strauss (1967). Eisenhardt (1989a) has suggested that the process extends the work in the appropriation of constructs and triangulation within case and cross-case analysis. A second contribution that Eisenhardt (1989a, p. 533) makes is that of, “positioning theory building from case studies into the larger context of case-study research.”

Eisenhardt (1989a) describes the theory building as an eight-step process. The first step requires an initial definition of the research question and at least, an a priori specification of the constructs to help shape the initial design of the case study. If these constructs prove valuable as the study progresses, then the research has a firmer foundation for theory.

In the second step of case selection, Eisenhardt (1989a, p. 537) suggests selecting appropriate cases controls extraneous variation and helps define the limits for generalising any findings. The cases for this study are chosen for theoretical reasons (Glaser & Strauss 1967) and provide examples of polar type cases. Pettigrew (2000)

suggests choosing cases such as extreme situations and polar types in which the phenomenon of interest is “transparently observable.”

The next step of building theory is the crafting of instruments and protocols. This research will employ multiple data collection methods as proposed by Eisenhardt (1989a, p. 538). These will be interviews and focus groups, archival sources and observations and accordingly also make the triangulation of multiple data sources possible and provides stronger substantiation of constructs.

The fourth step is entering the field. Data collection and data analysis will be undertaken concurrently, as argued by Glaser and Strauss (1967). Field notes will also be employed in this phase of the research and are an important aspect of accomplishing an ongoing stream-of-consciousness commentary about what is happening in the research process (Van Manen 1988) and noting whatever impressions might occur. Eisenhardt (1989a, p. 539) also notes that overlapping data collection with data analysis allows the research to take advantage of flexible data collection, a key feature of theory building case research allowing adjustments during the data collection process.

The fifth step is the analysis of ‘within-case’ data. Eisenhardt (1989a, p. 539) postulates that case studies generally describe the unit being analysed and the data collection method and enables an intimate familiarity with each stand-alone case and allowing the unique patterns of each case to emerge. From this point forward a cross case search for patterns will be used which will drive the observation of data from multiple perspectives (Eisenhardt 1989a, p. 540) and away from the initial impressions of the research. Leximancer software will be used to identify the major themes that emerge from data, and the concepts that make up each theme cluster will be subsequently examined for elements identified in the a priori constructs. The study will also multiple perspectives as required during the examination of the data. With the development of the examination of each case, some form of qualitative analysis might be employed against the framework of the proposed research to enable a mapping process of the cross-case analysis.

The sixth step described by Eisenhardt (1989a) is the shaping of the hypothesis which will emerge from the within-case and the cross-case analysis and the impressions collected. The process will allow a re-examination of constructs with a view to a clearer and sharper definition with heightened validity and measurability. A “replication logic” process will be applied to the cases being examined in order to verify that the emerging relationships between the constructs fit with the evidence in each case (p. 542).

The seventh step in this study will be to enfold literature, an essential feature of comparing the emerging findings with the extant literature. This means clearly identifying similarities and contradictions of the findings with literature and explaining why. This will ensure that the data remain linked to the conclusions being drawn from the findings and avoid, “a huge chasm often separating data from conclusions” (Eisenhardt 1989a, p. 539).

The eighth and final step is the process reaching closure. Glaser and Strauss (1967) argue that theoretical saturation is reached at a point when incremental learning is minimal because the phenomena have been seen before. The number of cases planned for this research was determined on the grounds that the criteria used for case selection will provide the findings required define the required framework and theory for achieving tourism success.

1.8 A pilot case study for this research

The pilot case study is a means that allows researchers to redefine data collection processes and identify any new actors in each of the unit of analysis selected for this study (Yin 1989). Yin (1989) recommends this process in multiple case study design merits special attention because this type of analysis might require additional resources such as other investigators or additional time to be devoted to subsequent cases being examined.

1.9 The conceptual framework for the case studies

The focus of this research is to identify how tourism policy and strategy can contribute to achieving tourism success. While Bornhorst, Ritchie and Sheehan (2010) identified

policy and strategy as one of five determinants of tourism success, there is no literature to show how this success might be achieved. Furthermore, there is no integrative framework that identifies how tourism needs to be developed.

The research aims to determine how tourism success might be achieved and measured and seeks to identify those variables in tourism policy that will drive performance. The aims in this part of the study are twofold:

- To identify and understand the characteristics of a destination that has achieved tourism success:
 - How can tourism policy be used to increase collaboration among key tourism players?
 - How does tourism policy contribute to a region or a town becoming a tourism destination?
 - How does measuring tourism success assist tourism policy development?
- To develop a framework and materials that will assist in the development of tourism destinations in regions and towns outside the main city of a country or state.

These aims reflect some of the research questions in this proposed study and relate to theoretical factors that encourage a thorough evaluation of collaboration amongst stakeholders and the level of commitment to participation to developing tourism in a destination in a sustainable manner.

2.0 Field procedures

This section of the case study protocol addresses the procedures that will be employed in developing the case selection criteria and the field data collection. This section present the cases selected for examination and the methodology that will be applied in undertaking to collect the required data.

2.1 Case study selection – Western Australia

As noted earlier in the case study protocol, the selection process was guided by theoretical sampling of cases that were considered typical, atypical and having the potential to become tourism destinations. The case selection process included early discussions with Local Government Associations and the State Tourism Organisation. Both these organisations might be engaged in further development of this multiple case analysis. A brief description and rationale for selecting the cases for examination is provided below.

2.1.1 Broome, Australia's North West Tourism Region

Located two and a half hour's flight from Perth's airport, Broome's Cable Beach is arguably Western Australia's most famous coastal paradise, drawing visitors back time and again. A captivating 22 kilometer coastline of white sand and turquoise waters combined with a fascinating and colourful history has positioned Broome as one of the most attractive tourism destinations in Australia. This destination's remoteness combined with a large purposefully developed international standard resort made it appealing and it enjoy considerable success. However, its remoteness and dependency on air access made for a very turbulent tourism historic and near catastrophic tourism environment.

2.1.2 Geraldton, Australia's Coral Coast Tourism Region

Located a four and a half hours' drive from Perth, enjoying the superb Batavia coastline and access to Australia's mid-west outback country, the town has been growing commercially and attracting residents and tourists. With its rapid growth, the town became a regional city centre, as it encompassed two neighbouring towns and became known as the City of Greater Geraldton. Significant access to attractions such as World Heritage Marine-Life Shark Bay, the gorges in Kalbarri National Park and the Abrolhos Islands sixty kilometres away makes this destination a case that merits investigation as a potential for tourism success.

2.1.3 Albany, Australia's South West Tourism Region

One of Western Australia's coolest destinations in the hot summer months, Albany's importance to this study is its cultural and historic significance, and a popular destination attributed to its natural attributes and attractions associated with coastal living. This destination is approximately a five-hour drive from Perth and is a regional city in the Great Southern Economic Region. Albany experienced heightened interest and publicity with the Anzac Centenary Commemorations and the establishment of Australia's National Anzac Centre. This became the heart of its tourism product, and Albany has seen tourism steadily increase. This destination is important to this study to enable further investigation as to the impact infrastructure development makes on tourism in both the short and the long term.

2.1.4 Denmark, Australia's South West Tourism Region

Denmark is a coastal town located approximately 50 kilometres away from Albany. As such, it shares much of the environmental appeal of Albany; however, is a lot less urbanised (Approximately a sixth of Albany). The town has a long history as a holiday destination for regional Western Australians; however, with time it attracted the attention of the metropolitan community and many have invested in accommodations which were first used as temporary residences and then became permanent residences as their owners retired and relocated to Denmark. Its tourism dated to the early 1900's; however, its popularity as a retirement town and a tourism town continued to grow in the mid-1900s to what it has become today. Whilst Albany's tourism makes up a small part of Albany's economy, Denmark's economy is nearly wholly dependent on tourism and this study will enable a deeper understanding of the challenges found in growing tourism from a small localised industry.

2.1.5 Margaret River, Australia's South West

Margaret River is a popular destination for wineries, surfing and for family holidays for many Western Australians. Located some two and a half hours' drive to the south of Perth, Margaret River also enjoys an interesting history starting with vineyards established by some of Perth's entrepreneurs of the time. It enjoys year-round visitation and is the most frequent destination by international visitors to Perth.

2.2 Gaining access to tourism organisations, key individuals and interviewees

The researcher's professional career is in tourism and leisure. A substantial part of this career was in Western Australia starting in 1988 with extended periods of time spent working on assignments in South East Asian locations and in Europe.

The researcher has a well-established network of contacts with organisations and key interviewees for research planned to be undertaken in Perth. The researcher met with significant key local government and tourism organisations whose representatives have shown a heightened interest in this study and have offered to assist with documentary data and the introduction of the researcher to the potential key local government and tourism informants and interviewees in tourism destinations. Some of these organisations will also provide an ability to access other state or national tourism organisations in the event that other relevant data is needed for this research. The participant organisations are:

Ministry of Tourism, Police, Road Safety and Women's Interests

Mr. Ian Johnson, Policy Adviser – Tourism Ph. 0418 914 004/6552 5900

Regional Development Council (RDC)

Mr. Cole Thurley, RDC - 9327 5601

Ms. Leanda Poole, RDC - 9327 5601

Department of Regional Development (DRD)

Mr. Martin Clifford - 6552 2038

Mr. Denis O'Donovan - 6552 2038

Regional Chambers of Commerce and Industry (RCCI)

Ms. Kitty Prodonovich, CEO – 0438 913 303

Community Resource Centres (CRC)

Mr. Dexter Davies – 6552 6700

Regional Development Commissions (RDCs)

Mr. Timothy Whyte, Policy Adviser – 6552 6700

Western Australian Local Government Association (WALGA)

Mr Troy Pickard, President

Ms Ricky Burgess CEO,

Ms Allison Haines, Executive Manager Planning and Community Development –
9213 2058

Ms Jodie Holbrook, Policy Manager Community Development – 9213 2000

Mr Mal MacDonald, WALGA's Aviation Policy Forum

Shire and Regional Councils CEOs

Mr Tony Friday, Pilbara Regional Council

Ms Janet Takarangi, Kimberley Regional Council

Mr Mick MCarthy, South West Regional Council

Mr Gary Evershed, Shire of Augusta-Margaret River

Mr Kenn Donohoe, Shire of Broome

Mr John Attwood, Shire of Donnybrook-Balingup

Mr Dale Stewart, Shire of Denmark

Check list for data collection
Mr Ken Diehm, City of Geraldton

Mr Don Burnett, City of Kalgoorlie-Boulder

Local Government Managers Australia (WA)

Mr Mark Chester, State President

Dr Shayne Silcox, Board Director,

Mr Warren Pearce, CEO

Visitor Centre Association of Western Australia (VCAWA)

Mr Matt Norton, Chairperson

Ms Amy Johnston, Board Member, Kalgoorlie Boulder Pure Gold

Ms. Tracy Barr, Board Member Augusta Margaret River

Ms. Denise Smythe, Board Member WALGA

Mr Marcus Falconer, Board Member Tourism Western Australia

Ms Lisa Hoskin, Executive Officer

Tourism Western Australia (TWA)

Mr. Justin Vaughn, Executive Director, Strategy Development

Ms Sue Campbell, Strategic Projects Manager

Ms Renata Lowe, Projects Director WA – Australian Regional Tourism Network

Regional Tourism Organisations (RTOs)

Mr Cameron Syme, Chairperson - ASW

Ms Jasmine Meagher CEO - ASW

Mr Ross McCulloch, Chairperson - ACC

Mr David O'Malley CEO - ACC

Mr Chris Pye, Chairperson - AGO

Mr Jac Eerbeek CEO - AGO

Mr Chris Ellison, Chairperson - ANW

Mr Glen Chidlow CEO -ANW

Australian Hotels Association (WA)

Mr Bradley Woods, Executive Director

Australian Tourism Export Council WA (ATEC)

Mr. Mark Abercrombie, WA Branch Manager

Mr. Edwin Kwan, Board Member

Tourism Council of Western Australia (TCWA)

Mr. Evan Hall, CEO

Mr. Paul King, Previously Chair of TCWA

Western Australian Indigenous Tourism Operators Council (WAITOC)

Mr. Doc Reynolds, Chair – Australian Golden Outback

Mr. Robert Taylor, WA Board Member

Caravan Industry Association of Western Australia (CIAWA)

Mr. Simon Glossop, CEO

Perth Convention Bureau

Mr. Ian Laurance, Chair

Mr. Paul Beeson, CEO

Significant Individuals in Tourism

Mr. Denis Horgan, MD Leeuwin Estate - 9430 4099/0418 162 998

Mr. James Hewitt, GM Tourism Assets, RAC – 0403 125 137/9436 4765

Australian Regional Tourism Network (ARTN) National Body

Mr. David Sheldon, Chair – 0428 482 778

2.3 Having sufficient resources to collect data

The researcher took time away from full time work to undertake this research. Professors Geoff Soutar and Tim Mazzarol are the research supervisors. The researcher undertook the data collection, which was carried out in Perth, as well as in the studied tourism destinations. Data collection for this research consists mostly of in-depth interviews and is likely to be substantial, as will be the analysis of documents provided by the primary sources of key informants and those obtained through Western Australian Local Government Association, Tourism Western Australia, the Australian Bureau of Statistics and Australian Tourism Research.

Careful planning will be implemented for the first data collection phase. This will be the pilot study phase and the process will determine whether any changes will be required when collecting data from the remaining tourism destinations. Special attention will be given to interview arrangements with the key informants whose availability may require specific arrangements. The researcher was responsible for keeping track of all data collection and processing.

2.4 Check list for data collection

The following is a check list of items the researcher will require for data collection and examination of the case studies.

- A hard copy of the case study protocol which will be used as the guide
- Participant information forms and copies in the event that these are required by interviewees
- Participant consent forms, signed and completed with copies for the interviewees
- Digital audio recorder with sufficient power capability for the duration of each interview
- Digital video camera with sufficient power capability for collecting evidence of visual tourism data
- A laptop computer with soft copies of any templates, interview questions and other data that may require clarification with the interviewee
- USBs for any digital data collection
- Pens and notebooks
- Mobile telephone (and or satellite phone) with all key contacts details with appointment calendar with key dates

At this point, all in-depth interviews will be undertaken face-to-face. The provision of a quiet meeting space will be required for the interviews and to examine any data that will be provided at the interview or outside the interview. In the event that an in-depth interview may be required to be done on the telephone, suitable space will be arranged by the researcher either at university or in another location as appropriate.

2.5 Procedures for arranging interviews

A list of key informants and other interviewees of the case study will be completed, and all participants will initially be contacted by phone for researcher introduction and preliminary information purposes. This will be followed by a letter of recruitment and confirmation of the organisation and/or individual participation in the case study analysis.

An exhibit of the letter of recruitment and the participant consent form are shown on the next page.

2.5.1 Participant Recruitment Letter

Dear Sir/Madam,

The UWA Business School is currently undertaking tourism research in regional Western Australia. Antoine Musu is a doctoral student at the UWA Business School and he will be conducting interviews with relevant tourism industry senior executives, management, policy advisors and interest groups, and with providers of tourism products and services, under my supervision.

Key research questions being addressed by the study are:

- How does planning, managing and measuring success assist tourism policy development?
- What role does tourism policy play in creating a positive tourism environment?
- How does tourism policy help develop an appropriate approach to supply planning?
- How can tourism policy be used to increase collaboration among regional key tourism players?
- How can tourism policy dilute conflicts of interest when tourism at regional levels is considered?
- How does tourism policy contribute to a region or a town becoming a tourism destination?
- What are the characteristics of a destination that has achieved tourism success?

Your organisation has been selected as an important contributor that can assist the case study research to potentially answer these seven questions. This study is an attempt to look more deeply at regional tourism success in the Western Australia tourism industry to see how the findings of the research might be used to improve industry outcomes.

The cases selected for this research are regional tourism destinations/towns in Western Australia. Our research will typically involve interviews, with each interview undertaken on an “in-confidence” basis and is expected to take approximately an hour to an hour and a half.

The interviews will be recorded; however, all audio records will be deleted after transcription. All transcriptions will be de-identified and no record of the interviewee and details of position or role will be stored with the interview transcript. Transcripts solely identified by organisation are stored in password protected files and computers on which the audio recording and transcripts are maintained will also be password protected. Additionally, we will also seek from you documents relating to your organisation’s history, structure and operations. What documentation will be required is to be examined

within the context of each case. Where document control is necessary, we will sign non-disclosure agreements and maintain a register of any relevant documents.

Your participation in this study is of significant value to the wider understanding of tourism success, and as a courtesy, we will provide you with copies of reports and publications arising from this research. Please note that your participation is on a voluntary basis and participants are free to withdraw at any time without prejudice in any way. The participant need give no reason or justification for withdrawing. In such cases, the records of the participant will be destroyed, unless the participant agrees that the researcher may retain and use the information obtained prior to the participant's withdrawal. If you have any questions or concerns about the research, please contact the chief investigator or coordinator, whose details are listed at the bottom of this page.

Approval to conduct this research has been provided by The University of Western Australia in accordance with its ethics review and approval procedures. Any person considering participation in this research project, or agreeing to participate, may raise any questions or issues with the researchers at any time. In addition, any person not satisfied with the response of researchers may raise ethics issues or concerns, and may make any complaints about this research project by contacting the Human Research Ethics Office at The University of Western Australia on (08) 6488 3703 or by emailing to hreo-research@uwa.edu.au. All research participants are entitled to retain a copy of any Participant Information For and/or Participant Consent Form relating to this research project.

Yours sincerely,

Winthrop Professor Geoffrey Soutar

Head of Marketing Discipline

UWA Business School

Email: geoff.soutar@uwa.edu.au

Ph: 08 6488 7885

Exhibit of sample of participant recruitment letter

2.5.2 Participant Consent Form

I (the participant) have read the information provided and any questions I have asked have been answered to my satisfaction. I agree to participate in this activity, realising that I may withdraw at any time without reason and without prejudice.

I understand that all identifiable (attributable) information that I provide is treated as strictly confidential and will not be released by the investigator in any form that may identify me. The only exception to this principle of confidentiality is if documents are required by law.

I have been advised as to what data is being collected, the purpose for collecting the data, and what will be done with the data upon completion of the research. I understand that the interview will be recorded and de-identified transcripts produced from the recordings.

I agree that research data gathered for the study may be published provided my name or other identifying information is not used.

Participant _____ Date _____

Additional Researcher:

Antoine Musu

DBA Candidate, University of Western Australia

Email: antoine.musu@research.uwa.edu.au

Phone: 0419 912 890

UWA Research Supervisor:

Winthrop Professor Geoff Soutar

Head of Marketing Discipline

UWA Business School

Email: geoff.soutar@uwa.edu.au

Ph: 08 6488 7885

The Human Research Ethics Committee at the University of Western Australia requires that all participants are informed that, if they have any complaint regarding the manner, in which a research project is conducted, it may be given to the researcher or, alternatively to the Secretary, Human Research Ethics Committee, Registrar's Office, University of Western Australia, 35 Stirling Highway, Crawley, WA 6009 (telephone number 08 6488-3703). All study participants will be provided with a copy of the Information Sheet and Consent Form for their personal records.

2.6 Schedule for data collection activities

Preparations for the commencement of the data collection will start as soon as the research receives approval to proceed. A period of two years has been allowed for the data collection, analysis and the writing of the thesis as shown in the Table 1 below.

July to December 2014	Case Study 1	Data collection, analysis and interpretation Case reporting and research framework update
January to December 2015	Case Study 2	Data collection, analysis and interpretation Case reporting and research framework update
	Case Study 3	Data collection, analysis and interpretation Case reporting and research framework update
	Case Study 4	Data collection, analysis and interpretation Case reporting and research framework update
January to September 2016	Case Study 5	Data collection, analysis and interpretation Case reporting and research framework update Composition and presentation of thesis

Table 1: Indicative time plan for the research

2.7 Guidelines for unforeseen situations

At this point in time there is nothing that might suggest that the schedule for undertaking this research cannot be maintained. However, the researcher acknowledges that the schedule might need to be reworked with the cancellation, withdrawal or unavailability of any of the key informants of this research or events that may occur in any of the case studies outlined for examination. The researcher undertakes to secure any back up interviewees that might be needed as a result of situations beyond the control of the researcher.

In the best interests of safety and privacy, all data collected will be stored in computer systems that are password protected with data backup provided and also secured in at least another two locations, one on the UWA campus and another outside campus.

For health and safety purposes, UWA guidelines will be used when the researcher is working or travelling in regional or rural/remote areas of Western Australia, and if required to travel interstate.

2.8 Case study questions

Yin (2014, pp. 89-91) suggests that at the heart of the case study protocol is a set of questions that reflect the actual line of enquiry. Yin describes these questions as ones that are posed to the researcher, not the interviewee, and prompting access to the information being sought.

Questions can occur at any of five levels: questions asked of specific interviewees, questions asked of the individual case, questions asked of the pattern of findings, questions asked of the entire study and normative questions about policy recommendations and conclusions (Yin 2014).

The set of draft questions designed for this study follows:

Case study questions

Where did the idea of tourism come from in this town/region?

- (i) *Was it a significant individual?*
- (ii) *Was it some natural attributes of the town?*
- (iii) *Was it the development of a tourism asset?*
- (iv) *Was it the opportunity of location?*
- (v) *Was it the general environment?*
- (vi) *Was it a group of tourism champions?*

How did tourism get started as an industry in this town/region?

- (i) *What attributes placed this destination on the tourism map?*
- (ii) *What might have placed this destination on a tourism calendar?*
- (iii) *Might there be economic reasons for such a move?*
- (iv) *Were you facing a changing environment?*

How important is tourism for the economic well-being of this town and its community?

- (i) *Does local government engage the community in tourism?*
- (ii) *Does the residential community support tourism?*
- (iii) *How does the local community support tourism?*

What lead to this town/region becoming a tourism destination?

- (i) *What were some of the major events that made the difference?*

How is local government involved in tourism here?

- (ii) *What is the primary role of local government in tourism development?*
- (iii) *Economic development, planning, regulatory service delivery, visitors centres, community resource centres....*

How do you go about the planning and managing tourism as an industry here?

- (i) *Does local government have a structure of resources – numbers, responsibilities...*

Does tourism policy impact your ability to develop tourism here?

- (i) *If tourism policy is not considered, why is this?*
- (ii) *Is there a public policy document on how local government and state government work together in tourism development?*
- (iii) *Are there any examples of how state governments and local governments might interact on tourism development policy or activity?*

How would you describe the things designed to develop tourism here?

- (i) *Did this have a name?*
- (ii) *How did this raise expectations?*
- (iii) *How did it strengthen consciousness of objectives?*
- (iv) *What were the improved standards of offerings?*
- (v) *What were the qualities (knowledge)of its human resources?*
- (vi) *How did it involve participants?*
- (vii) *What was the impact on tourism performance?*
- (viii) *How was this measured?*
- (ix) *How can I obtain evidence to support this?*

Do you think tourism policy has helped to develop tourism here? If so, how has this helped develop tourism? If not, why has tourism policy not helped?

- (i) *What are some of the impediments that potentially hurt regional tourism?*
- (ii) *What are some of the things that do not encourage the development of tourism?*

- (iii) *What are some real challenges local governments have to face when developing tourism?*

How can tourism-policy help you, as local government, to develop an appropriate approach to tourism supply planning?

- (i) *What are the latest trends for tourism in this region/town?*
- (ii) *What are some of the latest statistics from the state tourism organisation?*
- (iii) *What is the thinking of peak industry bodies for tourism?*

How does local government collaborate with regional tourism players?

- (i) *What does local government do to work with key industry players?*
- (ii) *How does local government participate in tourism industry meetings? What does it do?*
- (iii) *What do special interest groups do for tourism in this town?*

How do tourism businesses collaborate, cooperate and network amongst themselves?

- (i) *How do special tourism business action groups function?*
- (ii) *Is there any form of representation on council?*
- (iii) *If not, what might be the possible reasons that contribute to disharmony, conflict, etc...*

How do you measure tourism success here?

- (i) *Statistical, economic, sociological, environmental, cultural...*

Why do you want to achieve tourism success here?

- (ii) *What benefits are there associated with becoming a successful tourism destination?*
- (iii) *What other opportunities might emerge?*
- (iv) *What could tourism be a catalyst for.....*

Source: Yin, R 2014 *Case Study Research: Design and Methods 5th Edition*, Sage Publications, Thousand Oaks CA., pp.133

3.0 Indicative Case Study Report Structure

An underlying purpose for the case study report structure is to enable the researcher to bring out the findings and other outcomes to a conclusion (Yin 2014). As this research is a multiple-case study approach, the report will consist of the “single cases that will be presented as separate chapters or as appendices in the thesis,” as suggested by Yin (2014, p. 214). The cross-case analysis reporting of findings and other materials will be included in the main body of the thesis.

The intent is to adopt a pilot study approach to the first case examination. The case study question and answer format will be pre-determined and maximised to obtain the required data. An assessment of data will determine whether a review and/or redesign of the questions is required. According to Yin (2014) there are distinct advantages with this approach as “the reader need only examine the answers to the same question or questions within each case study to begin making his or her own cross-case comparisons” (p.185).

Yin (2014) suggests six compositional structures for a case-study report with each structure defined to meet the requirement of the case study whether the case study is explanatory, descriptive and exploratory, or a combination of any of these elements.

The six types of compositional structures suggested by Yin (2014, p. 187) are:

- Linear-analytic, comparative and chronological compositional structures for explanatory, descriptive and exploratory cases;
- Theory-building compositional structure for explanatory and exploratory cases;
- Suspense compositional structure for exploratory cases; and
- An un-sequenced compositional structure for descriptive cases

This multiple-case research will adopt a theory-building compositional structure and the sequence of chapters or sections in the report will follow theory building logic (Yin 2014). The design will be composed of fundamental theory applied in the context of tourism stakeholders is a tourism destination, and “each chapter or section will highlight a new part of the theoretical argument” (Yin 2014, p. 189). This is relevant to both explanatory and exploratory case studies. He further suggests that explanatory

cases will examine the facets of a causal argument, while exploratory cases will debate the evolving propositions from the case-study reports. This approach also enables each case study to be published independently or as part of a larger study that may include mixed methods. According to Yin (p. 193) a larger study may call for mixed method because of an element of quantitative analysis of archival data.

3.1 Criteria for exemplary case study

Yin (2014, pp. 200-205) suggests a case study that is considered to be exemplary must consist of the following elements:

- The case study is significant and generates important findings and observations;
- The case study is complete. This means that the boundaries of the case definitive and data has been collected within the discipline process set for the case and undertaken in sufficient time;
- The case study must consider alternative perspectives by seeking to demonstrate triangulation and different views as to what otherwise the case study might suggest;
- The case study must display data and report comments and any other information in sufficient detail and ensuring rigorous in-depth analysis to reach conclusions without bias; and
- The case study must be composed in a manner that reflects a clear style, is laid out logically to allow the reader to become engaged and interested in its dialogue and the findings of the research.

3.2 Preliminary case study report composition and design

This research proposes a case study method that will firstly comprise a single-case analysis of each unit as a stand-alone report that once drafted, can be distributed back to the original source of data to further ensure the validity and reliability of the data and to clear the way for any future use of all materials used in the report.

The collection of the single-case analysis stand-alone reports will be used to undertake the multiple case study analysis, which is the focus of this research. Yin (2014, p. 186) suggests that, “The individual cases, in a sense, serve as the evidentiary base for the study and may be cited sporadically in the cross-case analysis” Yin adds that single cases may not always be presented in the final manuscript; however, the researcher will present the single case collection as an appendix to the thesis.

As noted earlier, the composition of the case study report will be done concurrently with data collection. Yin (2014) suggests three important procedures pertaining specifically to case studies: the first is specific tactics for starting a composition to enable the development of patterns and customisation of the report. The second is about the leaving of the case identities anonymous, which effectively will be undertaken in this research.

The third, and one which will be further explained, is to ensure a review procedure is in place to increase the construct validity of the case study. This will occur when the drafted report is not solely reviewed by peers, “but also by the interviewees and other participants in the case” (Yin 2014, p. 198) and further notes that “when comments are particularly helpful, researchers have even included them as part of the entire case study.” This procedure enhances the levels of reliability and validity and has been identified as a way of corroborating the essential findings and evidence presented in a case report (Schatzman & Strauss 1973, p. 134). Yin (2014, p. 199) notes that “this type of review should be followed even if the case study or some of its components are to remain anonymous. From a methodological approach, any corrections arising from such process will enhance construct validity.”

3.3 Limitations of this procedure

In spite of the advantages associated with this method and the time allowed for this process to happen, the review of the draft case report by the interviewees and other informants may extend the period of time needed to complete the study. Yin (2014) notes that this review opportunity may also bring in some fresh dialogue about various facets of the cases, which could then extend the review further.

Appendix E: A best-worst scaling analysis of factor importance for tourism success

Best-Worst scaling (BWS) is a measurement method in which participants are asked to distinguish their most attractive and their least attractive option out of a set of factors (Louviere, Flynn & Marley 2015). This approach provides information on how participants value a factor or attribute. As participants are required to select only one item as most important and one as least important, this reduces response bias (Soutar, Sweeney & McColl-Kennedy 2015). Consequently, it was decided to use this approach here.

1.0: Introduction

As a considerable time gap occurred between the data collection and the final thesis write-up, a BWS analysis was undertaken with responses obtained from participants in the earlier data collection. Twenty four such participants in the studied destinations were found (as some had left) and, in July, 2019, these people were asked to complete an online questionnaire that asked about their background (for classification purposes) and included a BWS exercise that required them to assess the importance of 11 aspects (obtained from the earlier case analyses) to sustainable regional tourism success.

Table E.1: BWS Results

Factor	Best	Worst	Aggregated B-W Score	Mean B-W Score	Standard Score	Standard Deviation	Square Root B-W Score	Square Root STD
Cooperation/Collaboration	8	34	-26	-1.08	-0.18	0.34	1.06	39
Geographic Area	55	5	50	2.08	0.35	0.43	2.75	100
Strategic Plan	12	52	-40	-1.67	-0.28	0.47	1.09	40
Political Support	20	23	-3	-0.13	-0.02	0.40	1.52	55
Range of Offerings	9	30	-21	-0.88	-0.15	0.38	1.12	41
Community Support	36	21	15	0.63	0.10	0.50	2.04	74
Natural Attractions	20	30	-10	-0.42	-0.10	0.44	1.35	49
Ease of Access	19	16	3	0.13	0.03	0.39	1.59	58
Costs of Visitation	53	4	49	2.04	0.34	0.41	2.69	98
Vision for Tourism	23	42	-19	-0.79	-0.12	0.51	1.57	57
Quality of Infrastructure	9	7	2	0.08	0.01	0.15	1.25	45

A balanced incomplete block design was used to ensure respondents saw each aspect and each pair of aspects the same number of times. This led to an 11 set design in which each aspect appeared 6 times and each pair of aspects appeared three times. The

purpose of this analysis was to see whether these results had altered over time and to add some triangulation to the case analyses (as discussed in Chapter 10).

2.0 Aspect importance

The aggregated B-W scores for the 11 aspects, which were obtained by subtracting the number of times that aspect was chosen WORST (i.e. least important) from the number of times the same aspect was chosen BEST (most important), can be seen in Table E.1. This resulted in a range of best-worst scores with a 90-point difference between the highest (50; geographic area) and lowest (-40; strategic plan) (B-W) score. The Mean B-W scores, obtained by dividing the B-W score by the number of participants, can also be seen in table E.1.

3.0 Standardised Best-Worst scores

Standardised BWS scores are commonly used (Lee et al. 2008) and are also provided in Table E.1. These scores are obtained by dividing the B-W score by the number of sets in which that aspect appeared (six sets here), which means the scores fall within a -1 to +1 range. As noted by (Lee et al. 2019), the mid-point of the range is zero, which suggests scores above zero are more important and scores below zero are less important. Mueller and Rungie (2009 p. 27) suggested “the relative importance between factors can be more easily interpreted when standardising the B-W score to a probabilistic ratio scale (ranging downward from 100 for the most important factor)”, allowing an easy comparison of the factors. This was also done here and the results can also be seen in Table E.1.

Not surprisingly given the previous results, *geographic area* had a score of 100, with the costs associated with visitation (98) being almost equally important. Community support (74) was also relatively important. Conversely, *Cooperation/Collaboration* (39), *Strategic Planning* (40) and *Range of Offerings* (41) were seen as relatively less important. Thus, it is arguable whether policy and strategy are seen as important to regional tourism, which is consistent with this study’s qualitative findings (Chapter 10) that were based on data collected in 2014.

4.0 The Heterogeneity of Factor Importance

Participants may vary in their opinion about what factors are more or less important (i.e. there may be heterogeneity in their evaluations). Consequently, this issue was examined. The extent to which participants agreed or disagreed about which factors were important can be shown graphically (Mueller & Rungie 2009, p. 27) using a scatter plot, as shown in Figure E.1, and in which the horizontal axis represents the B-W Score (indicating importance) and the vertical axis represents the standard deviation of the B-W (indicating heterogeneity). As noted earlier, geographic area and costs were seen as most important and having a strategic plan was seen as least important (shown by their position on the horizontal axis). Interestingly, there was reasonable heterogeneity in almost all of the aspects, with the 'quality of infrastructure' being the only exception, which was seen as being of moderate importance by almost all respondents.

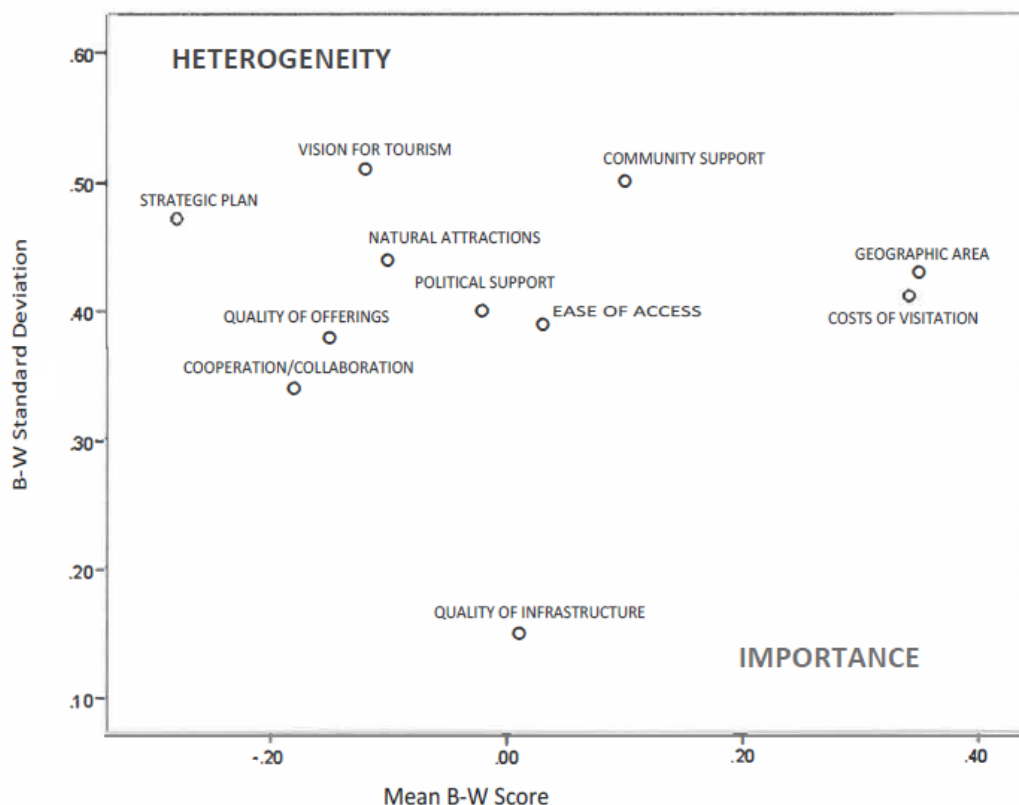


Figure E.1: Importance and heterogeneity of tourism factors

The heterogeneity suggests that, even though having a strategic plan was not seen as important across the research participants, a few saw it as very important, as can be seen in the histogram shown in Figure E.2. Thus, even strategic planning cannot be ignored.

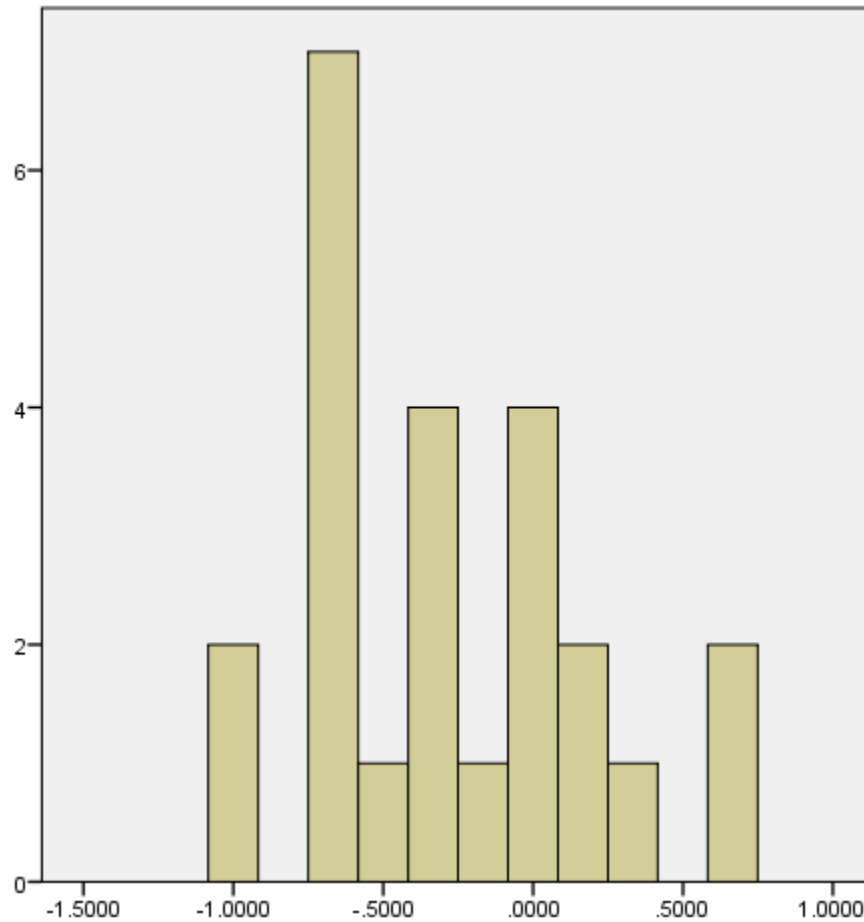


Figure E.2: Histogram for the importance attached to strategic planning

An examination of data relating to “strategic plan” suggested that only one of the destinations in this study (Denmark) considered strategic planning as very important to their tourism, whilst the majority of research participants indicated that a strategic plan was of no consequence to their tourism. Indeed, a second destination (Albany) that was located some 30 minutes-drive away from Denmark did not consider having a strategic plan was important. Albany’s behaviour in this regard may be explained by the heightened level of tourism it had experienced following the Anzac Centenary Commemorations in 2014 which was perceived as a result of marketing

5.0 Conclusion

Despite that a high level of importance associated with some factors is significant, those factors that had more heterogeneity and more importance were '*geographic area*' and '*costs of visitation*' or affordability to travel to the destination, and because of this, these two factors require deeper exploration. Similarly, '*community support*' and '*ease of access*' also had high heterogeneity in view of their low mean B-W score, as this suggests that these factors are particularly important to some destinations (e.g. Broome, Albany and Denmark).

Less important but still having reasonably high heterogeneity was '*vision for tourism*' although its mean B-W score suggested this to be of lesser importance. '*Natural attractions*' and '*political support*' also had high heterogeneity and marginally greater importance than '*vision for tourism*' and this would mean that further considerations of these factors is worthwhile. '*Quality of offerings*' and '*cooperation/collaboration*' although seen as less important than having a '*vision for tourism*' suggests that some destinations acknowledge the value of these factors, and as such, these factors cannot be overlooked.

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