UNIVERSITY OF CAPE COAST

TOURISM DESTINATION GOVERNANCE IN AFADZATO SOUTH DISTRICT OF GHANA

BY

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Thesis submitted to the Department of Hospitality and Tourism Management of the Faculty of Social Sciences, College of Humanities and Legal Studies, University of Cape Coast, in partial fulfilment of the requirements for the award of Doctor of Philosophy degree in Tourism Management

JUNE 2024

DECLARATION

Candidate's Declaration

I hereby declare that this thesis is the result of my original research and that no part of it has been presented for another degree in this university or elsewhere.

Candidate's Signature: .... Date: ....

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Supervisors' Declaration

We hereby declare that the preparation and presentation of the thesis were supervised in accordance with the guidelines on supervision of the thesis laid down by the University of Cape Coast.

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ABSTRACT

Tourism destination governance is pivotal for managing diverse interests by involving multiple stakeholders. This study employs a qualitative single-case approach to evaluate tourism destination governance in the Afadzato South District. Data were collected from 21 participants, comprising 7 public and 14 private sector representatives, between April 20th and May 2, 2021, using thematic analysis. The study classifies actors into state and non-state actors. State actors primarily assume supervisory roles within a hierarchical structure, contributing to peace and stability. Non-state actors engage in resource identification, attraction development, and visitor management. The significance of Regulation L.I. 2393 is also examined. Collaboration among actors is categorized into four types, emphasizing the importance of collaboration both as individual units and as businesses. Power relations reveal legitimate power for state actors, land ownership for certain community members, and the power of traditional and cultural values in cultural preservation and conservation. The challenges in governance include stakeholder misunderstandings of tourism, weak and undefined structures, collaboration issues, inadequate road access, land disputes, environmental degradation, cultural preservation, and deficits in social capital. The study recommends that state actors adopt a more inclusive, bottom-up approach, reduce the use of excessive legislative powers, and strengthen collaborations. The community is encouraged to adhere to traditional and cultural values to preserve their unique culture and environmental resources to help distinguish the destination.

ACKNOWLEDGEMENTS

This PhD journey has been a culmination of immense support and collaboration from numerous individuals and institutions, making my long-held dream a reality. Foremost, I extend my heartfelt gratitude to my supervisors, Prof. Kwaku Adutwum Boakye, Prof. Issahaku Adam, and Dr. Mrs. Ewoenam Afenyo-Agbe, for their unwavering guidance, time, and support throughout the thesis writing process.

I am also deeply appreciative of the faculty at the Department of Hospitality and Tourism Management, especially Prof. Edem Amenumey, Prof. Mrs. Eunice Fay Amissah, and Dr. Charles Adongo, for their constant encouragement and insightful advice, which were instrumental in the success of this study.

Special recognition goes to Mr. Collins Dodzi Dzitse, who was a valuable companion during data collection, and Tata Nkunu Ankyia, whose advice and recommendations greatly contributed to the research. I extend my gratitude to Universitas de Girona, Facultat de Turisme, particularly Dr. Jaume Jeromme and his team, for the opportunity provided as an Erasmus+ exchange student.

To my colleagues and friends, Lily, Susan, Mawufemor, Sampson, Elizabeth, and Mary, your assistance was invaluable. I also wish to express my thanks to the Afadzato South District Assembly, the Chiefs, Elders, Assemblyman, and the people of Liati Wote and Soba, Tafi, and Logba communities, as well as the representatives of institutions involved in the pilot study, for their willingness to participate and share their insights.

My deepest indebtedness is reserved for my beloved wife, Mrs. Gloria Mawusime Adzima Doku, who has been my unwavering pillar of support throughout this academic journey. My children, Selase, Selinam, and Tasi Akpene, have also played crucial roles in this endeavour. Finally, I express my gratitude to my colleagues at the Ghana Tourism Authority, particularly Lawyer Angelo, Wisdom, and the staff of the Research and Monitoring Department in Ghana, for their prayers and support, which have been a source of strength.

DEDICATION

To my wife, Mrs. Gloria Adzima Doku and children: Selase and Selinam Doku, and the entire Doku Family

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LIST OF ABBREVIATIONS

AfCFTA	African Continental Free Trade Area
CBT	Community-Based Tourism
DMO	Destination Management Organisation
EU	European Union
GDP	Gross Domestic Product
GTA	Ghana Tourism Authority
MoTAC	Ministry of Tourism, Arts and Culture
NGO	Non-Governmental Organization
SDG	Sustainable Development Goals
UNDP	United Nations Development Programme
UNWTO	United Nations World Tourism Organization
UCLG	United Cities and Local Governments
VRCC	Volta Regional Coordinating Council
WTTC	World Travel & Tourism Council

CHAPTER ONE

INTRODUCTION

Background to the Study

The concept of governance has a long history dating back to early civilizations. Many scholars have identified its presence in modern language as far back as the end of the Middle Ages (Calame, 2009; Kjaer, 2005). According to Nifiri (2011), governance includes establishing a political system and public administration that can clearly and quickly respond to the populace's needs within a framework of democracy and participation, as well as a stable environment that promotes investment. Various international organizations have offered definitions of governance, such as the European Union (EU), the World Bank, and the United Nations Development Programme (UNDP). For example, the World Bank characterizes governance as "the customs and frameworks through which power is wielded in a nation." This encompasses the processes of government selection, oversight, and replacement, the government's ability to effectively formulate and implement sound public policies, and the degree to which citizens respect both the state and the institutions governing economic and social interactions" (World Bank, 2009, p.14).

Governance encompasses an intricate web of relationships among various stakeholders, governing how they engage with each other, and collectively establishing, enforcing, and assessing the guidelines governing their interactions (Beritelli, Bieger & Laesser, 2007). In practice, governance entails the evolution of governing paradigms in which the lines between the public and private sectors have become increasingly blurred (Adu-Ampong, 2016).

To allow groups and citizens to express their interests, assert their legal rights, recognise their obligations, and settle disputes, the United Nations Development Programme (UNDP) (1997) operationalised governance as consisting of a constellation of systems, mechanisms, processes, relationships, and institutions. This paradigm is useful for understanding the opportunities, situations, interfaces, and obstacles between the market, the government, and civil society (Kooiman, 2016). Collaboration and power dynamics based on mutual trust between authorities and institutions promote the complex relationships that comprise governance between different institutions and social actors. By ensuring the sustainable use of resources for the benefit of everybody, these dynamics seek to prevent the marginalization of other groups. Governance is commonly perceived as a more fitting model for governmental guidance, which integrates the values and inputs of non-governmental actors within the decision-making process (Wesley & Pforr, 2010).

Governments worldwide assume a variety of crucial roles in the governance process of tourism (Bramwell, 2011; Hall, 2005). Over time, the functions of government and state agencies concerning the development of tourism have evolved from a directive stance to one characterized by active engagement and partnership management (Beaumont & Dredge, 2010). Consequently, governments are the primary actors in tourism development's political dynamics (Bramwell 2011). As posited by Wesley and Pforr (2010), establishing a robust governance framework is a paramount determinant of tourism's potential for sustainable development. This has led to the growing recognition of governance as a substantial focal point within the tourism planning domain (Beaumont & Dredge, 2010; Costa, Panyik & Buhalis, 2013; Hall, 2011; Zapata & Hall, 2012). Consequently, a comprehensive understanding of governance principles and their practical application is essential for deciphering decision-making processes in the tourism sector (Penny-Wan, 2013).

Using the tourism industry's potential to help achieve Sustainable Development Goals (SDGs) like SDG 10 (reduced inequality) and SDG 11 (inclusive, safe, resilient, and sustainable cities and human settlements), effective tourism governance has become a potent tool for reducing disparities. The planning and implementation procedures are made possible by the active participation of stakeholders and local communities. This highlights the necessity for active advocacy and advancement of sound governance in the tourism industry by policymakers, researchers, practitioners, and destination management (Amore & Hall, 2016; United Nations World Tourism Organization, UNWTO, 2020). In order to maximize tourism's contribution to achieving the 2030 agenda's goals, governments and tourism policymakers are uniquely positioned to develop and execute strong policies.

Hence, diverse governance structures exist within the tourism realm (Beaumont & Dredge, 2010; Hall, 2011). It is essential to recognize that these frameworks are subject to transformation, as those in authority perpetually seek more fitting and efficient models tailored to particular circumstances and requirements (Bramwell & Lane, 2011). This adaptability is essential for accommodating specific contexts and circumstances (Bramwell & Lane, 2011). Therefore, the governance of tourism at a specific destination level often requires coordination in terms of structure, process, and involvement, which ensures a balance between public and private interests (Dredge & Jamal, 2013; Hernández et al., 2016).

Governance in tourism destinations demands that all stakeholders are involved, whereas destination managers and marketers, among others, ought to ensure accountable, responsible, sustainable, efficient, and effective coordination in all aspects of tourism development (Garibay, 2017). Kimbu and Ngoasong (2013) noted that for good governance of tourism at destinations, it is important to consider the nature of governance structures at the destinations and the repercussions it has in decision-making for tourism, engagement, and participation of stakeholders to create a balanced standpoint and effective representation of the destination communities. In addition, Beritelle et al. (2007) recognized that tourism destination governance must consider certain foundational issues. This includes an investigation into the historical evolution and growth of the destination, its cultural foundations, present dimensions and performance, factors propelling its development, interpersonal trust, and internal atmosphere. These dimensions and elements collectively influence the destination management patterns.

The global spotlight on governance has intensified, with particular emphasis within the African context, where the advocacy for "good governance" is paramount, especially in the tourism industry. This focus stems from the recognition that Africa stands to benefit significantly from the tourism sector at both macro and micro levels (Nunkoo, 2017; Robbins, 2016; WTTC, 2017). Consequently, governance is gaining increasing recognition as a crucial aspect of tourism planning across African nations (Costa, Panyik, & Buhalis, 2013; Zapata &Hall, 2012). A thorough understanding and effective implementation of governance have become imperative for guiding decision-making processes related to tourism in Africa (Penny-Wan, 2013).

The significance of tourism governance is further underscored by the remarkable expansion, volatility, and diversification of the tourism sector, which has emerged as one of the largest and fastest-growing economic sectors in the world (UNWTO, 2018). The resilience and continued relevance of this sector post-COVID-19 reaffirms the critical need for sound governance.

In the first quarter of 2023, international tourist arrivals reached 80% of pre-pandemic levels, according to the UNWTO. This was a 20% decrease from the same quarter in 2019. Significantly, the recovery in 2022 was aided by favorable outcomes in Europe and the Middle East, with a recovery rate of 66% overall. During the first three months of 2023, tourism arrivals in Asia and the Pacific reached 54% of pre-pandemic levels, while tourism in Africa and the Americas reached almost 85% of 2019 levels. Furthermore, international tourism receipts reached 64% of pre-pandemic levels in 2022 after surging past the USD 1 trillion mark, a 50% real growth from 2021.

Despite the significant influence of tourism on the world economy, notable governance difficulties persist. The environment for managing tourism in Africa is defined by the spread of policies that are devoid of fundamental components like fairness, trust, inclusion, dynamic power dynamics, and transparent participation (Adu-Ampong, 2016; 2018). The socioeconomic and cultural benefits of tourism are undercut by this circumstance, especially in areas where tourist destinations are located. Recurring themes in the African tourist sector include the importance of effective governance in achieving the sector's general as well as specific benefits (Nunkoo, 2017; Robbins, 2016; WTTC, 2017). According to Kato (2018), supporting local populations in maintaining their linkages to locations that are intertwined with their traditional ecological knowledge—which is frequently expressed in folklore, landmarks, and personal narratives—is essential to ensuring sustainable and resilient tourist development. To guarantee that the industry's benefits are shared fairly and avoid local communities becoming disconnected from their natural and cultural resources—a situation frequently caused by the actions of public and private entities—this emphasizes the significance of inclusive and transparent governance.

Thus, tourism governance is beyond just a technical matter; it is a multifaceted issue that demands higher levels of collaboration, inclusion, trust, and power relations among stakeholders. Accordingly, these issues have become major challenges in tourism governance among and between governments, the private sector, and local authorities, involving the sharing of benefits as well as the social and environmental costs of the sector (Nunkoo, 2017; Purdy & Hjerp, 2016).

In Ghana, tourism is the cornerstone of the government's current economic and social development strategy. It is a key contributor to the Ghanaian economy and an important source of employment. Over the last 30 years, the tourism industry has challenged many successes, both directly and indirectly, through an increase in tourist arrivals and receipt-generating employment. The year 2019 marked a significant milestone in the country's sector. The organization of the "Year of Return" was marked four hundred years after the abolition of the slave trade in the USA. Arrivals reached 1,130,307, about 18% growth over the previous year and 5% above the global average. The corresponding receipt was USD 3,312.73 million a growth of 27.9%. The COVID-19 pandemic has undoubtedly had a significant impact on global tourism, and Ghana is no exception to this. Figures nose-dived with arrivals of 355,108 and 623,523 and corresponding receipts of 387 and 803 USD million, respectively, for 2020 and 2021. In 2022, arrivals increased to 914,892 (46.23 %), in line with the UNWTO (2022) report, which predicts that tourism is set to return to pre-pandemic levels in some regions by 2023.

Owing to the sector's contribution to the Gross Domestic Product (GDP), governments have considered tourism a priority sector and have made certain interventions that significantly affect tourism governance. Several policy documents have been crafted over the years, such as the Tourism Policy Proposals from 1987, the National Tourism Development Plan from 1996 to 2010, the

Medium-Term Tourism Policy from 2005, and the most recent National Tourism Development Plan covering the period from 2013 to 2027. Again, for the public sector to ensure that these policies are brought to the implementation level, the Parliament passed related Acts to guide the growth of the sector. The Local Government Act 1993 Act 462 Section 46 targeted sector growth and development, and the Tourism Act 2011 Act 817 was implemented.

Section 16 of the Tourism Act identifies the District Assembly as a nuclear base for tourism development. This section of the Act stipulates the establishment of district offices of the Authority in each district to perform functions determined by the board to support tourism development. Another step in good governance is tourism (Tourist Sites) Regulation 2019, L.I. 2393, gazetted in 2019, seeking to register licenses and grade all tourist sites and attractions in the country.

In a concerted effort to transform the fortunes of Ghana's tourism sector, the government launched the Ghana Tourism Development Project (GTDP). This initiative, backed by a financial assistance package of $40 million from the World Bank spanning a five-year period from to 2018-2023, aimed to enhance the performance of tourism in targeted destinations across the country. The primary objective of the GTDP is to elevate the infrastructure and overall conditions conducive to tourism, thereby nurturing the growth of tourist destinations in the country. This involved the implementation of various supportive initiatives and consultancy work within the sector. Notable achievements of the GTDP include the construction of Tourist Information Centers and other related infrastructure in

Gushegu, located in the North East region, as well as the renovation of the Akwamufie Monument in the Eastern Region and the redevelopment of Kwame Nkrumah Park in Accra. Additionally, consultancy services were engaged in the development of a master plan for both the southern and northern tourism enclaves.

These accomplishments were made possible by collaborative efforts and active engagement among diverse stakeholders. The overarching objective was to empower the government to harness the immense potential of tourism as a driver for realizing macroeconomic objectives and fostering rural development (Perhlaner & Pichler, 2017; UNWTO, 2018). Nevertheless, it is worth noting that a significant portion of Ghana's tourism resources are located within local communities, thereby highlighting the importance of policy changes aimed at ensuring equitable benefits and sustainable development. However, tourism governance and implementation of initiatives that require the local government and all stakeholders in tourism as influencers within the tourism development network in various districts are lacking (Graibay, 2017). Although most tourist destinations in Ghana are endowed with rich natural, historical, and cultural resources that can serve as attractive tourist destinations, the tourism industry in these districts is confronted with many constraints. These include disconnection or lack of unison among tourism stakeholders, poor collaboration and cooperation among stakeholders, lack of proper use of resources, lack of coordination among industry players, lack of infrastructure maintenance, and high cost of doing business, making the industry unattractive to foreign tourists, inadequate domestic airlines, and inadequate training in tourist-related services (Adu-Ampong, 2016; 2018; Garibey, 2017).

This development has eroded the idea that tourism governance adopts a pluralistic approach to policymaking, where non-state actors such as local communities play an increasingly significant role in diminishing the influence of government within the network (Baggio & Cooper, 2010; Hezri & Dovers, 2006; Nunkoo, 2017). Since many recent development processes apply stakeholder, saturation, and social exchange theories, it is easier to engage and involve non-market actors like local communities and civil society organizations than it is to apply neoclassical theories that primarily focus on market dynamics. This is why inclusive governance principles are important. Stakeholder theory provides a structured approach to understanding and managing complex interactions among various stakeholders in a given destination area. On the other hand, structuration theory offers significant insights into tourism destination governance by highlighting the interplay between individual agencies and social structures. It helps in designing governance systems that are adaptive, inclusive, and sustainable, whereas social exchange theory is important for tourism destination governance as it helps explain how mutual benefits, trust, cooperation, and stakeholder satisfaction can be achieved. Together, these theories offer valuable theoretical lenses for study and are expected to guide destination governance in the study area.

Statement of the Problem

Management of the tourism industry is a complex task that requires coordination and cooperation at all levels to enhance success. According to Jeffries (2001), both national and local governments have the capacity, resources, and authority to steer all aspects of tourism management in order to achieve unified goals. The objectives of managing and advancing tourism typically hinge on the underlying principle that tourism can lead to greater economic gains, enhance local infrastructure, and contribute to improved quality of life within the community. To achieve sustainability of these advantages, it is imperative to engage in thoughtful planning that considers the community's preferences and attitudes toward the growth of tourism (Fredline & Faulkner, 2000). To achieve this, the concept of tourism governance recognizes that the role of stakeholders, such as state agencies, residents, tourism businesses, and tourists, is crucial. The issues of collaboration, cooperation, and coordination, along with stakeholder power and trust, play a role in addressing the multi-actor complexity features embedded in the governance of the tourism industry (Svensson et al., 2005). This also includes a focus on stakeholders' involvement in decision-making processes and benefit sharing.

With continued growth in tourism and the involvement of many stakeholders, research on tourism destination governance has increased, often utilizing social network analysis to explore the formation, function, and influence of stakeholder networks in various tourist destinations (March & Wilkinson, 2009; Pavlovich, 2003;). However, these studies predominantly focus on identifying and explaining relationships and networks from the perspective of specific individual actors following a linear approach. This approach does not fully capture the holistic dimensions of prevailing issues, interconnections among actors, resource interdependencies, or complexities among stakeholders at particular tourism destinations. Additionally, literature indicates a lack of destination-specific tourism governance studies in West Africa. Most research has been concentrated in countries such as Italy (Perhlaner & Pichler, 2017), Greece (Pantras, 2011), the United Kingdom (Paddison, 2014), Egypt (Ahmed, Elbaz & Mohamed, 2013), South Africa, and Zimbabwe (Siawah, Musavengane & Leonard, 2014). In Ghana, studies on tourism governance are almost non-existent, except for Adu-Ampong (2018) on tourism policy planning and the works of Adu-Ampong (2016) and Garibay (2017), which focused on tourism governance and stakeholder collaboration. These studies are primarily concerned with policy issues and collaboration.

Moreover, the current state of the tourism industry in Ghana is characterized by notable fragmentation and intricate interconnections across various geographical regions. This complex landscape necessitates governance and regulation by the government, and involves a diverse array of stakeholders and interest groups. However, the essential pillars of tourism governance, such as structural issues, power (involving relations among tourism stakeholders), and collaboration, which incorporate the fundamentals of coordination and cooperation and the challenges that affect these critical tourism governance variables, have generally been given limited attention in the existing literature (Jamal & Camargo, 2017).

In particular, Afadzato South District, situated within the Volta region of Ghana, is among the 18 Municipalities and Districts in the Volta Region. Its establishment dates back to 2012 when it was created by the Hohoe Municipal Assembly. Notably, this district has been actively engaged in tourism promotion for more than half a century. However, upon scrutinizing the existing data, it becomes evident that there is a notable absence of empirical studies concerning a district's tourism development and its associated topics. This gap persists despite the abundant tourism assets within the district and concerted efforts by the local community to harness and develop these valuable resources. Studies in this area have focused on eco-conservation and community tourism (e.g. Mensah, 2012; Hidalgo et al., 2018).

Governance of tourism destinations faces multifaceted challenges that impede the achievement of sustainable and inclusive development. Key issues include understanding how districts are governed, ensuring that principles of collaboration extend beyond mere stakeholder engagement, fostering transparency, addressing deficits in resource utilization, and enhancing community involvement. Despite the recognized importance of these factors, there is a lack of comprehensive research that holistically examines their interrelations and impacts on tourism destination governance. This gap hinders the development of effective governance structures that are strong enough to address the complexities and dynamic needs of tourism destinations.

Consequently, there is a critical need to investigate these dimensions to develop governance models that are robust, transparent, resource-efficient, and inclusive of community interests, thereby leading to a vibrant and sustainable tourism destination. Hence, this study focuses on these guiding elements (structures, power relations, and collaboration) and extends the theoretical foundation to provide a broader perspective on tourism governance in the Afadzato South District in the Volta region of Ghana. Based on these gaps, the objectives of this study were to answer the following questions:

Research Questions

1. What are the structures of tourism governance at the Afadzato District
2. What is the level of collaboration among stakeholders?
3. What is the nature of power relations among stakeholders governing tourism in the district?
4. What challenges confront tourism governance in the district?

Research Objectives

The general objective of this study was to assess tourism destination governance in Afadzato South District. The specific objectives are to:

1. Identify structures of tourism governance at the Afadzato District,
2. Explore the level of collaboration among stakeholders in tourism in the district,

3. Analyse the nature of power relations among tourism stakeholders in the district,

4. Analyse the challenges of tourism governance in the district.

Significance of the Study

Scholarly work in the field of tourism management has delineated the notion of governance, encompassing policymaking responsibilities shared by both public and private entities through collaborative efforts (Dredge, 2006). This study holds significance and potential value when evaluated from both theoretical and practical perspectives. While certain studies have articulated the ideal characteristics of governance, this investigation aims to delve into specific governance frameworks within designated district. The objectives of tourism governance initiatives include ameliorating democratic shortcomings, fostering stakeholder engagement, and dispersing decision-making authority among a wider spectrum of local participants. Nevertheless, there is a significant gap in our understanding of how governance structures in tourist destinations interact with collaboration and power dynamics. This study aims to provide policymakers with valuable insights into cooperative efforts, shared responsibilities, and power management among tourism governance stakeholders in a district assembly. The ultimate goal is to foster the sustainable development of the destination. In the context of today's highly competitive and ever-evolving tourism landscape, destinations must remain market-oriented, adaptable, and responsive to the evolving needs of travellers. Failure to do so could result in swift and challenging obsolescence, as Fine (1998) pointed out.

For the emerging destinations such as Afadzato South District, this study could serve as a guiding framework for the development of a robust tourism governance structure, emphasizing the importance of trust, collaboration, and effective power dynamics. Additionally, this study contributes to the existing body of knowledge by delving into the intricate interplay of trust, collaboration, and power relations within a District Assembly, particularly in the context of the challenges and cultural dynamics at play. The majority of empirical investigations in this field have focused on Europe and Asia, which are characterized by vastly different national and regional administrative frameworks and infrastructures. This research endeavours to delve into the realm of tourism governance within a specific country or district, marked by extensive involvement in informal procedures, decision-making processes, and intricate social, political, and community interactions. These discoveries can provide valuable insights for fostering goodwill, strengthening relationships, and augmenting stakeholder satisfaction, commitment, and legitimacy (De Clercq & Belausteguigoitia, 2017; Nunkoo & Smith, 2015; Roberts-Lombard & Svensson, 2017).

This study's added significance is captured in Sustainable Development Goals (SDGs), particularly Goals 16 and 17, which are closely intertwined with tourism governance. Goal 16, "Peace, Justice, and Strong Institutions," aims to foster peaceful and inclusive societies for sustainable development, provide access to justice for all, and establish effective, accountable, and inclusive institutions at all levels. Goal 17, "Partnerships for the Goals," focuses on implementing and revitalizing global partnerships for sustainable development. These partnerships rely on shared values, a common vision, and mutual objectives that prioritize people and the planet, particularly in the context of community-based tourism.

The African Continental Free Trade Area (AfCFTA), the Tourism Action Plan of the African Union Development Agency, and the Free Movement Protocol represent notable endeavours aimed at fostering the development of the tourism industry across the continent. AfCFTA, for instance, is anticipated to elevate intra-regional trade from 15% to 20% by 2040, with tourism singling out as one of a pivotal driver of economic growth. As Ghana is currently the host of the AfCFTA Secretariat, the nation's prospects for enhancing its service sector, particularly the flourishing tourism and hospitality industry underpinned by sound governance, remain pertinent for continued progress.

A World Bank Report highlights one of the key challenges in Ghana's tourism sector, which is the proliferation of regulations on the country's community-based ecotourism initiatives. Nonetheless, recent years have witnessed substantial growth in the offerings of Ghana's major ecotourism attractions such as Mole National Park, Kakum National Park, Buabeng Fiema Monkey Sanctuary, and Tafi Atome Monkey Sanctuary, which are the focus of this study. Component two of the World Bank's grant programme, totalling USD 15 million, aims to foster the development of tourism sites and destinations, seeking to diversify leisure tourism in Ghana by identifying and upgrading the most promising destination areas. These sites were chosen based on their significant public goods requirements and potential for circuit tourism, which could attract heightened demand from both domestic and international visitors. The selected sites within the district benefited from this grant assistance. Effective governance plays a pivotal role in nurturing relationships between tourists, tourism operators, and local communities. A study on governance at this juncture will complement other bank initiatives, share valuable lessons, and render it applicable to other destinations.

In light of ongoing projects with the bank facilitated by the sector ministry, there is renewed emphasis on the necessity for coordination and collaboration among diverse stakeholders (public, private, and local communities) in the realm of tourism governance and regulation within tourist destinations. Hence, tourism governance has emerged as a viable solution for effective tourism management and the consequent development. As per Kooiman (2008), governance entails steering actions, denoting reduced government control, increased unpredictability, absence of a predefined leadership structure, and engagement of multiple stakeholders. It is worth noting that the concept of tourism governance is relatively new in its modern sense in Ghana compared with the widely recognized concept of "corporate governance. Despite some similarities, corporate governance primarily fosters growth in the private sector by enhancing competitive capabilities, facilitating project financing, generating profits, and creating job opportunities (WTTC, 2015). Nonetheless, there is substantial divergence between corporate governance and tourism governance, both sharing the core goals of transparency and safeguarding stakeholders' rights, which this study seeks to elucidate.

Finally, a case study of this nature delves into, analyses, and interprets issues related to tourism governance from the vantage point of Afadzato South District residents. While generalizing these findings to other districts may pose challenges, they serve as a foundational resource for future research on tourism governance. Furthermore, they provide a basis for inquiries into tourism governance trends in the Afadzato South District and its vicinity, enriching the body of knowledge pertaining to the local tourism sector. This case study may serve as a reference for similar investigations conducted in other districts of Ghana.

Scope and Limitations of the Study

The scope and limitations of this study must be acknowledged. The primary objective was to delve into stakeholders' perspectives on tourism destination governance. While in-depth interviews were utilized, they had inherent constraints, such as the necessity for significant time investment and the inability to replicate. However, these interviews facilitated the exploration of key themes and opinions held by community members possessing pertinent knowledge and expertise in the subject matter.

It is important to recognize the constraints associated with the chosen research techniques, although deemed most suitable for achieving the objectives of the study. Consequently, they provided a deeper understanding of tourism governance intricacies than survey methods. As emphasized by Rubin and Rubin (2005), such qualitative approaches are valuable for uncovering nuanced meanings within social contexts and the significance attached to them by involved stakeholders.

A notable limitation is the extent to which the perspectives of the public sector respondents were explored. Given the focus on destination governance, the data collection primarily targeted those responsible for shaping and maintaining such structures. One weakness of the qualitative approach adopted in this study is its limited generalizability. Therefore, the findings exclusively represent the viewpoints of the study participants and not necessarily those of all individuals involved in destination governance in Ghana. Nonetheless, this study offers valuable insights into tourism destination governance structures, collaborative dynamics, power relations, and challenges within the Afadzato South District.

Organisation of the Thesis

This thesis is comprised of nine chapters. Chapter One introduces the study's background, problem statements, research questions, objectives, and significance. This review also outlined the limitations of this study. In Chapter Two, the theoretical and conceptual frameworks underpinning this study are elucidated. This chapter delves into Stakeholder, Structuration, and Social Exchange (SET) theories along with key concepts related to the study and realm of tourism governance. Chapter Three reviewed the existing literature, focusing on aspects related to the structure of tourism governance, stakeholder collaboration, power dynamics, and destination governance, and concludes by addressing the challenges inherent in tourism governance. Chapter Four provides an overview of the methodology employed in this study. Specifically, it adopts a qualitative, single-case study approach. This chapter covers topics such as research philosophy, study design, case study profile, target population, data sources, sampling procedures, fieldwork considerations, data analysis, and presentation, as well as ethics, positionality, and trustworthiness.

Chapters Five–Nine present emerging issues in the interview transcripts concerning the study's objectives. The Fifth Chapter focuses on the identification of roles and activities of actors in tourism governance within a perceived structure community, district regional, and sector level, and the implications for the study area. The Sixth chapter discusses the types of collaboration through the broad layers of stakeholder categorization as state actors and non-state actors. The Seventh Chapter assessed power relations among stakeholders. The eighth chapter analyses the tourism governance challenges in the Afadzato South District. Chapter Nine provides a summary of the study, its major findings, and a post-analysis review of the proposed conceptual framework. This chapter summarizes the conclusions drawn from the study's recommendations for practice in the area of tourism governance policy direction and future studies.

CHAPTER TWO

CONCEPTUAL AND THEORETICAL ISSUES

Introduction

This chapter explores governance and comprehensively examines its conceptual and theoretical aspects. This study underscores various models and frameworks that have played a pivotal role in shaping the governance discourse. These encompass concepts, theories, models, and frameworks that have significantly influenced the literature on governance, rendering them crucial in providing theoretical and conceptual guidance for the study of tourism governance. This review is organized into three sections. The first section introduces the definitions of governance and its associated concepts. The subsequent section focuses on a thorough analysis, application, and critical evaluation of prominent theories, such as stakeholder, structuration, and social exchange theories, along with the tourism governance framework and model. Finally, the section presents a conceptual framework that guides this study.

Concept of Governance

Olsson (2007) emphasized that governance is a collection of activities that must be shared and accepted by actors, regardless of whether formal or informal entities carry out these activities. Tretin (2016) presented governance as a political paradigm that challenges traditional forms of government, as it is not confined exclusively to either the public or private sector; both can employ it or just one of them. The Commission on Global Governance provided one of the most thorough and authoritative definitions of governance of all the definitions that exist, and it was published in their study report "Our Global Neighbourhood" in 1995. The concept of governance according to this definition is "the total of the various ways that people and organizations, both public and private, manage common affairs." Cooperative action can be taken and conflicting or different interests can be satisfied through this ongoing process. It encompasses not just official organizations and systems with the authority to compel adherence, but also unofficial agreements that people and organizations have either accepted or believe to be beneficial to them.

This conceptualization of governance identifies four key characteristics: governance is not a set of rules or activities but a dynamic process; this process relies on coordination rather than control; it encompasses both the public and private sectors; and it is not limited to formal institutions but involves ongoing interactions.

According to Pierre (2002), governance does not call into question the *locus* of power; instead, it focuses on responses to maintain the leadership role of political institutions despite the internal and external changes affecting the state. For Rhodes (2005), the word governance, as used in the current parlance, is not synonymous with the government. Its meaning has changed, now referring to the new process of management, or the new method by which society governs itself. The debate in these two definitions centres on the extent to which the state has the political and institutional capacity to govern and how does the state's role relate to the interests of other influential actors? This coincided with the reasoning of

Kooiman (2005), who espoused that governance entails not a reduction in the roles of the government/public sector, but a change resulting from greater awareness of the limitations of the traditional order and public control as a mechanism of government, since a greater number of approaches and instruments are needed to respond to social problems.

The concept of governance is characterized by ambiguity, rather than being straightforward and explicit (Pratchett, 1999; Ruhanen et al., 2010). Rhodes (1996) illustrated this complexity by identifying six potential interpretations of governance, each highlighting different facets of change in public administration. These interpretations range from the notion of a minimal state to the concept of self-organizing government networks, creating a spectrum for understanding the term in practical contexts. This perspective is supported by Windsor (2009), who describes governance as 'disordered' due to its varied applications. Acknowledging the diversity in the definitions and applications of governance, Rhodes (1996) proposed six typologies to classify governance and its elements. Table 1 lists these types of governance.

Table 1: Topology of Governance

Minimal state	Corporate governance	New public management	Good governance	Policy network	Self-organizing
The extent and form of public intervention in the use of market and quasi-markets. (Rhodes, 1996)	A system in which organizations are directed and controlled. (Rhodes, 1996)	Emphasis on partnership working, greater competition through contracting out to quasi-markets (Rhodes, 1996)	Policy and business strategic creation between multiple stakeholders through the development of relationships and interactions. (Beritelli, Bieger and Laesser, 2007)	All stakeholders are integrated and dependent on one another with no hierarchy, which cannot alter or be reduced to just one stakeholder or one group of stakeholders. (Rhodes, 1996)	Self-governing networks develop their own policies, share sources and approaches through trusts (Rhodes, 1996)
	The whole system of rights, processes, and controls is established internally and is standardly over the management of business edit entities, with the objective of protecting the interests of all stakeholders. (Ruhanen et al, 2010)	Networking and partnership between stakeholders (Astleithner & Hamedinger, 2003)	Development and implementation of public policy based on consensus and cooperation through a broad range of public and private sector stakeholders (Pratchett, 1999)	Associated with the blurring of boundaries between public and private sector shareholders (Stoker, 1998)	Governance implies less government control with no self-efficient leadership or giving hierarchy (Ruhanen et al., 2010)
	All the influences		The collective effort	Governance is	Governance involves

	affecting the institutional process (Tumbull, 1997)		of many stakeholders, including local government (Judge, Stoker, and Woiman, 1995)	broader than government (Ruhanen et al., 2010)	multiple stakeholders of an interest in the specific tax or problem (Ruhanen et al., 2010)
	Activities are controlled by a business organization with centralized management (Flagestad and Hope, 2001)		Policy and strategy creation involving all stakeholders. The exercise of political power to manage a nation's affairs. (Kooiman, 1993)		All stakeholders are independent and involved in delivering services (Rhodes, 1996)

Source: Rhodes' (1996)

Rhode's (1996) governance framework exemplifies and underscores various governance manifestations described in the literature. However, when we analyze the diverse interpretations of governance, it becomes evident that governance is a multifaceted approach to formulating and advancing rules and mechanisms for both policy and corporate strategy. This is achieved by engaging a spectrum of institutions and individuals as evidenced in the studies of Beritelli et al. (2007), Jamal and Watt (2011) and Kooiman (1993). Another perspective on governance envisions it as addressing the intermediary space between government control of the public sphere (the state) and private sphere management (the firm). The parallel evolution of the governance concept in the realms of politics, business, and economics provides further evidence of its versatility.

Figure 1 presents a comprehensive perspective on governance along with the distinct perspectives held by the fields of political science and economics/business administration. In this model, political governance engages with intermediary realms, starting from the outermost layers of territorial governance and encompassing the global, state, regional, destination, and corporate levels. Conversely, corporate governance delves into these intermediary spaces, focusing on the inner layers governed by the principles of business and economics (Cafferata, 2010). Destination governance closely aligns with corporate governance, and shares analogous values with regard to the principles of good governance.

Essentially, the concept of governance involves a structured guidance process that is institutionally and technically founded, relying on principles, norms, procedures, and practices to collectively determine common goals for coexistence. It also encompasses the coordination and cooperation necessary to realize these agreed-upon objectives (UNWTO, 2013)

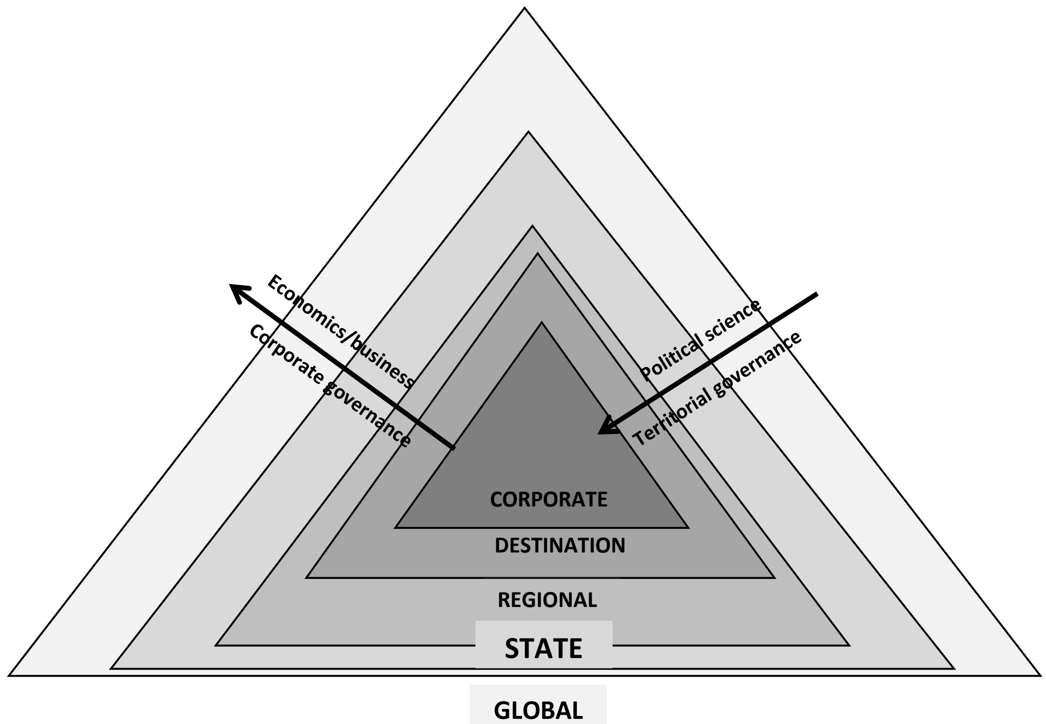

Figure 1: Multi-layered view of governance

Source: Commission on Global Governance (1995)

Tourism Destination Governance

According to the literature, the concept of tourism destination governance is unclear and poorly defined, and there is a certain degree of confusion regarding what governance is and what implications it might have for tourism. The UNWTO made a significant and perhaps unique effort to advance and deepen the study of governance in the field of tourism. Despite differing interpretations about the use of governance in tourism, there is no specific definition and only the development of a preliminary proposal for its basic conceptualization (UNWTO, 2008:31-32), which reads as follows: *"Tourism governance means the process of managing tourist destinations through synergistic and coordinated efforts by governments, at different levels and in different capacities; civil society living in the inbound tourism communities; and the business sector connected with the operation of the tourism system."* (UNWTO, 2008).

Some studies concerning tourism destinations have traditionally adopted a top-down approach, with a central focus on government involvement. Nevertheless, a more comprehensive perspective acknowledges that various stakeholders, including residents, tourists, and tourism businesses, play pivotal roles in a destination's social and economic development (Svensson, Nordin & Flagestad, 2005). This multifaceted nature of tourism destinations, characterized by complex interactions among multiple actors, resource dependencies, and public-private dynamics, underscores the importance of a governance lens for understanding destination dynamics. Zhang and Zhu (2014) highlighted this concept in their review of the existing literature on tourism destination governance (TDG). They delved into the facets of destination governance by examining the various governance models and dimensions. Their efforts to outline an integrated research agenda for destination governance from an institutional economic perspective remain pertinent to this study.

Tourism destinations, with a multitude of participants, inherently exhibit complexity. The interplay between public sectors and private entities, along with their mutual reliance on resources, constitutes three fundamental dimensions of destination governance research: complexity, public-private relationships, and resource interdependence. Community-based and corporate-based models are the two predominant forms of tourism destination governance that were examined by Di Pietro et al. (2012). They proposed six dimensions to characterize destination governance, drawing on theories of corporate governance such as property rights theory, agency theory, transaction cost theory, and insights on alliances and networks: transaction cost, power asymmetries, interdependence, trust/control, knowledge, and informal and personal connections. To bring these dimensions to a practical level, Beritelli et al. (2007) delineated particular elements such as the history and evolution of the destination, its present size and functionality, development-promoting variables, reciprocal trust, and internal atmosphere. These characteristics and elements play a major role in determining the governance patterns of a location.

A case study conducted on 12 destinations in the Swiss Alps affirmed that a destination's history, developmental trajectory, and prevailing environment are pivotal in determining the level of mutual trust and internal climate, which, in turn, influence the destination’s governance structure and future outlook (Zhang & Zhu, 2014). Similarly, local tourism networks were further divided into three operational modes by Beaumont and Dredge (2010) in the context of network-based destination governance: council-led governance, participant-led community governance, and local tourism organization-led industrial governance. To compare these various governance forms' performances, a consensus on the essential components and dimensions must be reached.

The Destination Governance Framework

The idea of governance takes into account the complex web of connections and interactions that exist between various stakeholders. According to Bertelli et al. (2007), it includes the procedures by which various parties work together to create, carry out, and evaluate the guidelines guiding their interactions. It follows that variances in the governance structures of tourist destinations are likely to lead to variations in the efficacy of cooperative stakeholder interactions and, as a result, improvements in the competitiveness of the destination (Beaumont & Dredge, 2010). While it is difficult to define exactly (Haywood, 1986), a tourism destination can be thought of as a collection of related parties that are strongly embedded in a social network (Scott et al., 2008a). This network of stakeholders' interconnects caters to the needs of tourists and crafts the experiences that travellers partake in. These destination stakeholders include lodging providers, attractions, tour operators, and other purveyors of commercial services alongside governmental bodies, tourism offices, and influential figures within the local community. The relationships among these stakeholders are intricate, constantly evolving, and susceptible to external disruptions.

Pechlaner and colleagues (2012) argued that Destination Management Organizations (DMOs) can positively impact the level of cooperation within a tourism destination by using the concepts of corporate governance in this particular setting. More precisely, they contend that the acceptability of DMOs among their stakeholders is increased when their governance architecture adheres to the principles of effectiveness, stakeholder involvement, and presentation of performance proof. This gives DMOs the authority to assist in the smooth and successful governance of the destination. With the help of this framework, which unifies diverse contributions to multiple tourism governance levels and their complex interactions, a thorough research model is produced. Interestingly, the model also takes service firms and their governance into account, which is something that has not received enough attention in previous studies on tourism governance.

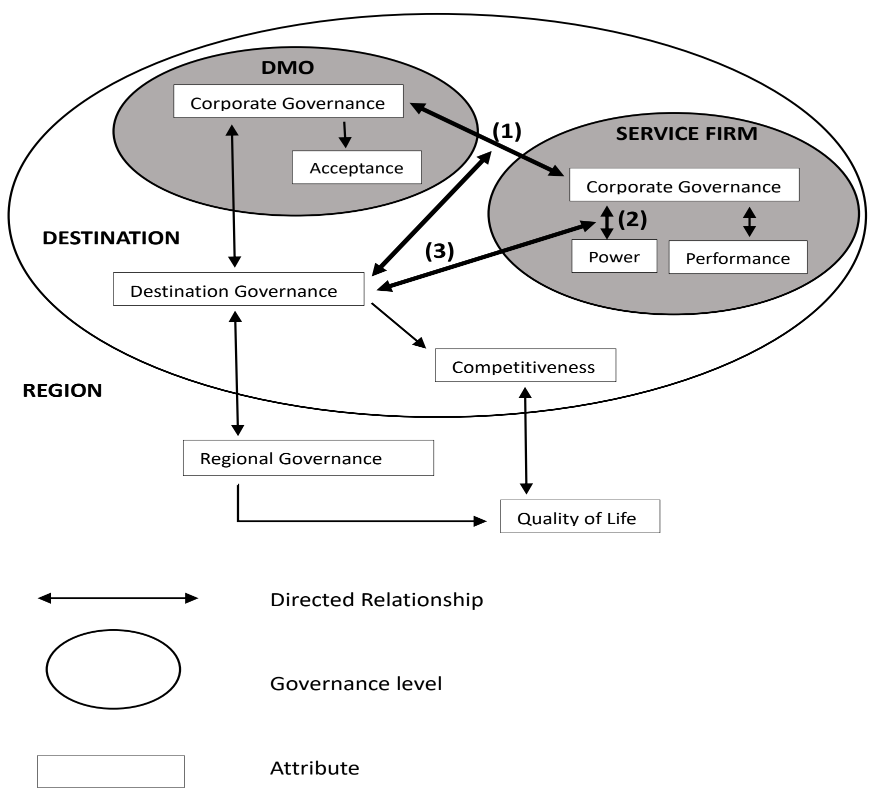

Figure 2: A comprehensive framework of tourism governance

Source: Perchlaner and Volggar (2013)

Figure 2 presents a model that examines three basic relationship types within a specific destination. These relationships include the interactions that occur between the corporate governance of tourism service providers and that of destination management organizations (DMOs), the links that exist between the corporate governance of tourism service providers, and the degree of power and influence that these companies possess within the destination, and the potential moderating effects that destination governance may have on the strength of the relationships between the two.

This model represents a significant advancement in the discourse on destination management as it applies the governance framework to tourist destinations. This application draws from business and economic traditions, particularly the concept of transaction costs, as outlined by Williamson (1979, 1999), which plays a crucial role in defining boundaries and minimizing costs. However, it is worth noting that some scholars argue that when delineating boundaries, it is equally essential to consider the benefits, as pointed out by Kuittinen et al. (2009). In addition to business and economic traditions, the discussion on governance in the context of tourist destinations also draws from political science tradition, as exemplified by Bramwell and Lane (2011). With a focus on formal and informal procedures for guiding destinations, promoting social order, and encouraging communal acts, Rhodes (1996) has a significant influence on this tradition. To reconcile the two traditions, Ruhanen et al. (2010) provide a list of common characteristics of governance, such as accountability, transparency, involvement, structure, efficacy, and power. Delineating these aspects is a crucial step towards operationalizing governance principles. It also has a substantial impact on research that looks at how corporate governance and destination governance interact.

Theoretical Foundations to the Study

This section discusses Stakeholder, Social Exchange, and Structuration theories, as well as selected governance frameworks, to offer a theoretical explanation of tourism governance in the context of a district. The theories and frameworks reviewed in this section provide the conceptual framework for this study.

The Stakeholder Theory

According to this theory, a company should create value for its shareholders as well as for all other stakeholders. The stakeholder theory acknowledges that a wide range of interested parties are included in the more general definition of stakeholders, including the company's employees, customers, suppliers, financiers, communities, governmental bodies, political entities, trade associations, trade unions, and even rival businesses, all of whom can have an impact on the organization. The definition of a stakeholder is still up for controversy, as is the exact definition of who is eligible to be considered one.

In the context of tourist destinations, stakeholders are defined as individuals or entities that exert an impact on or are affected by a business, as proposed by Freeman (1984) in the context of tourism. Similar to tourism products themselves, stakeholders in this sector exhibit diversity and complexity (Ferri & Aiello, 2017; Middleton & Clarke, 2001), mirroring the characteristics of the tourism industry. Tourism comprises numerous enterprises, primarily small and medium-sized enterprises (SMEs) (Scott, Parfitt & Laws, 2000), thereby involving a plethora of contributors primarily on the supply side. Different stakeholders harbor distinct objectives and interests, and their actions influence the governance and sustainability of their destinations (Krce Miočić, Razović & Klarin, 2016; Scott, Parfitt & Laws, 2000). Currently, there is no consensus regarding the most suitable methodology for approaching this issue (Krce et al., 2016), nor is there a universally accepted taxonomy of stakeholders. Identifying these stakeholders is imperative for the effective management of tourist destinations, particularly with regard to collaborative initiatives, which significantly impact the sustainability agenda (Fathmath, 2015; Maiden, 2008).

In the context of tourist destinations, the interests of the local community are expected to be prioritized among various stakeholders, but with the caveat that their interests should not adversely affect other sustainability aspects (Slivar & Periša, 2016). Various authors have attempted to categorize stakeholders in tourist destinations at varying levels of granularity. Cooper et al. (2005) identified locals, tourists, the tourism industry, and the public sector as the key stakeholders in tourism. This underscores the complexity of each destination, with each akin to a multifaceted puzzle comprising of distinct pieces. Each stakeholder represents a specific part of this puzzle; if one part does not align with the others, the destination may encounter operational difficulties. Numerous case studies have explored the implementation of a stakeholder-oriented approach to tourism destination management (Byrd & Gustake, 2006; Byrd, 2007; D'Angella & Go, 2009; Li, 2006; Munro, King & Polonsky, 2006; Tkaczynski, Rundle-Thiele & Beaumont, 2008; Wisansing, 2008). Nonetheless, a problem occurs when an organization tries to distribute its time, effort, and resources to stakeholders (Freeman, 2010; Tkaczynski, 2009), which gives rise to the suggestion that stakeholders ought to be divided into two groups, as put forth by Clarkson (1995). Primary stakeholders are those who are essential to the organization's life and cannot leave without continuing to engage with it; secondary stakeholders are those who have an impact on the organization but do not directly transact with it. Such a crude classification would be impractical at the destination governance level, and state and non-state actors would be categorized vertically given how closely their actions are intertwined.

Notably, various scholars and practitioners (Child & Marcoux, 1999; Jensen, 2001; Phillips, Freeman & Wicks, 2003). Nevertheless, it has garnered considerable attention (Phillips et al., 2003; Polonsky, 1995). Despite these varying perspectives, the stakeholder approach has been extensively explored in diverse contexts related to destination management and marketing, including the examination of attitudes and perceptions of specific stakeholder groups, establishment of inter-organizational connections through marketing alliances or networks, and reinforcement and formalization of these connections (Tkaczynski, 2009). In the context of tourism regulation, institutions tasked with overseeing tourism must recognize the value of stakeholders and convey this attitude to potential tourists, fostering a sense of "connectedness" with the destination, thereby increasing their appreciation (Jackson, 2001, p. 16).

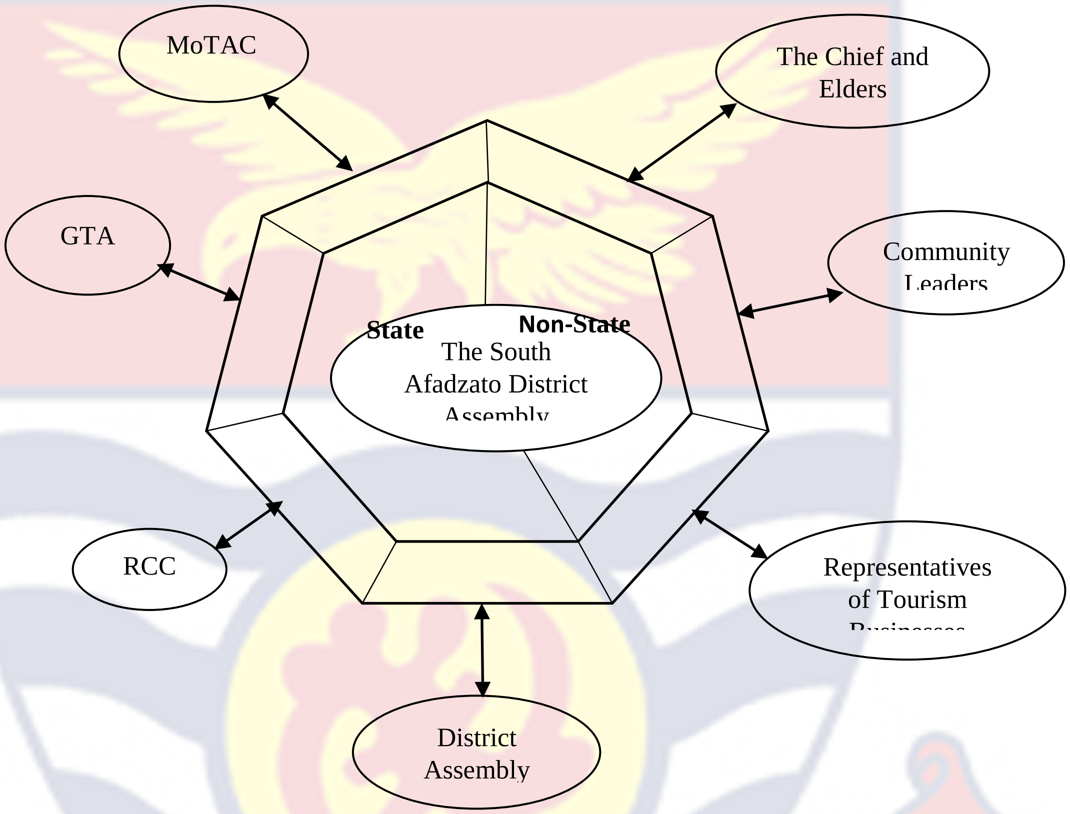

Figure 3: Stakeholder model

Source: Author's Construct

The stakeholder governance model is designed to guide implementation systems that integrate stakeholder input and ensure inclusive decision making and transparent and accountable governance. Stakeholder theory enhances the understanding and management of relationships, whereas destination management theory optimizes tourism destination development and management for sustainable growth and stakeholder benefits.

In Ghana, tourism administration provisions have been created for stakeholder engagement. Tourism Act 2011 (Act 817), Sections 16 (1) and (2) on the establishment of district offices, and Section 42 (1) Public Private Partnership. In the context of this study, the two main generic groupings of stakeholders are the state and nonstate state actors. Destination Managing Organizations (DMO) are another group of stakeholders identified in the destination governance theory and visible in mature tourism destinations; however, their activities are not practical in the study area, which may be due to the stage of destination product life cycle in the district.

Social Exchange Theory (SET)

Homans (1958) originally formulated Social Exchange Theory (SET) as a framework for analyzing human behaviour. This theory was designed to elucidate human actions within the context of a highly diverse destination characterized by variations in structure and character. Subsequently, Emerson (1962) and Blau (1964) extended SET's application to investigate organizational behaviour. They were instrumental in broadening the scope of SET to comprehend how individuals and organizations engage in exchanges to optimize gains while minimizing losses. Social exchange was defined by Homans (1961) as an interaction between two or more people that involves the exchange of tangible or intangible activities that may be more or less expensive or rewarding. Crucially, Cropanzano and Mitchell (2005) noted that SET established the idea that these transactions involve symbolic values like acceptance and prestige in addition to tangible belongings.

According to this idea, trade, reciprocity, and equity are the three basic principles that form the basis of all human relationships.

SET is concerned with how people or organizations view the relative costs and benefits of their connections and how this affects their level of happiness in those relationships (Ward & Berno, 2011). In order to optimize their pleasure, it highlights how people or organizations participate in exchange interactions where they give depending on their expectations of receiving (Lee, Capella, Taylor, Luo, & Gabler, 2014). The positive or negative disparities found by deducting perceived costs from perceived benefits have a significant impact on residents' views toward tourism development. Good differences result in positive attitudes, while bad differences have the reverse effect (Tam, Tsai & McCain, 2013). In a trade, time, energy, or money can be the costs, and commodities, services, information, love, money, or status can be the rewards (Emerson, 1976).

It is important to remember that social and economic exchanges are fundamentally different. Benefits are usually distributed formally and frequently under contract in commercial trades, but they are freely given in social interactions and do not take place on a calculated or "quid pro quo" basis (Konovsky & Pugh, 1994). Furthermore, ambiguity arises because social exchanges do not always ensure reciprocity, particularly in the early phases of a relationship (Whitener et al., 1998). Social exchanges anticipate future returns for contributions, just like economic exchanges do, but the specifics of these returns are still unclear and uncontracted in social exchanges (Blau, 1964). In addition, long-term fairness distinguishes social exchanges from the short-term fairness of commercial exchanges (Konovsky & Pugh, 1994). Social interactions can result in social or economic effects, according to SET (Cropanzano & Mitchell, 2005). Exchanges can result in benefits that have an economic value or those that have no objective worth, as noted by Whitener et al. (1998), who emphasized the effect of the latter on the social aspect of the connection.

Researches like Burns and Fridman (2011), Chuang (2010), Chhabra (2008), and Schofield (2011) have used SET to obtain a better understanding of the interactions between visitors and the communities they are staying in. Due to its understanding of the heterogeneous character of host communities, where different people or groups may have differing opinions on tourism depending on how they see its advantages and disadvantages, SET has become quite popular (Nunkoo, Smith, & Ramkissoon, 2013). A longitudinal analysis of 140 articles on resident attitudes toward tourism published in journals from 1984 to 2010 (e.g., the Journal of Travel Research, Tourism Management, and the Annals of Tourism Research) by Nunkoo et al. (2013) revealed that SET has been the theory of choice for many researchers in this field, and its use has been increasing over time. Several studies have attempted to explain locals' attitudes toward tourism by combining SET with other ideas. For example, Chen and Raab (2012) tried to model citizens' decision-making processes regarding community tourism development by combining SET with the theory of reasoned action. They discovered that residents' attitudes toward community tourism correlated with their support for its growth.

Emerson (1962) introduced the concept of power dynamics as a pivotal element of social interactions. Power plays a central role in Social Exchange Theory (SET) and has garnered significant attention from researchers who have explored how the power levels of individuals impact the dynamics of social exchanges (Molm, 1991). Ap (1992) contends that the incorporation of power into social exchanges is essential as it dictates the potential for participants to leverage the outcomes of their interactions. In the context of social exchange, power is defined as an individual's capacity to influence others' actions or experiences of others (Wrong, 1979). Dalh (1968) characterizes modern social science's understanding of power as "subsets of relations among social units such that the behaviour of one or more units depend in some circumstances on the behaviour of other units" (p. 407). As such, power can be understood as the capacity to accomplish particular goals, usually through the intentional influence on others. It is important to remember that the idea of power in social exchanges is not used to characterize authoritarian leadership; rather, it is a tool to promote reciprocal advantages among the participants (Ap, 1992). According to Wrong (1979), counting the means by which one actor is able to influence another is a common way of conceptualizing power. Power in an exchange situation depends on one's degree of control over the resources that the other side needs and values. Resources can encompass a wide array of elements, including property, financial assets, competence, knowledge, and skills that an individual possesses and can make available to others to fulfil their needs (Wolfe, 1959). According to March (1966), position (such as an office or role), skill (such as certain behaviors, alliances, and coalitions), and resources (such as economic, social, cultural, environmental, and political) all contribute to power. From the perspective of social exchange, ‘resources' is used broadly to refer to both material and immaterial elements, unlike commercial exchanges, which frequently revolve around 'wealth' as a resource for the participants. Power relations can affect communal groupings in addition to individuals (Emerson, 1962).

In the realm of social exchange, actors are involved in assessing their relationships within a behavioural context, focusing on long-term benefits and looking beyond short-term imbalances (Luo, 2002). Therefore, rather than being based on one-time deals in a market environment, social exchange is based on lasting, long-term connections, like those between a host community and the tourism industry (Cook, 2000). Social exchanges are dependent on mutual trust, as opposed to economic transactions, which are governed by contracts. Exchanges that don't need benefits to be returned or clear "quid pro quo" agreements where returns are legally enforceable are clear signs of a reliable partner.

The importance of community involvement in tourism development has driven a surge in research on residents’ attitudes toward tourism in recent years. While most studies in this area have been theoretical, some have adopted a priori conceptualization. Some scholars acknowledge the theoretical value of understanding attitudes toward tourism, but criticize the neglect of how to effectively engage the community in decision-making processes. This study employed a stakeholder approach to engage the community and make the theory more applicable. SET has been widely used to explore this topic within the social sciences. However, despite its extensive application, key constructs that underpin SET, such as power and trust, have not received adequate attention in the existing literature. Although a few studies have considered the role of residents' power in explaining their perceptions of tourism, the impact of residents' trust in tourism actors on their attitudes toward tourism has not received the attention it deserves and has been partially overlooked by researchers and scholars (Kayat, 2002; Nunkoo et al.,2013). This study acknowledges the significance of trust and power as pivotal elements of SET. By integrating these two constructs, researchers can obtain a robust theoretical framework that supports empirical investigations of power and trust in the governance of tourism within a district.

In local communities or areas, resources hold immense significance, as they dictate the residents' ability to influence tourism development in their community to meet their needs. From this perspective, power within the context of local perceptions of tourism can be defined as "the residents' ability to control the resources required for tourism development (such as labour, capital, culture, and natural resources) and to secure personal benefits from having tourism in their community" (Kayat, 2002, p. 175). These resources determine residents' willingness and ability to engage in exchange processes with tourism actors, consequently influencing their perception of tourism development within the community.

Structuration Theory

Anthony Giddens, a British social theorist, developed a conceptual framework that clarifies human agency in relation to social structure and provides a comprehensive viewpoint on the interaction between action and structure. The structuration theory, which underpins this concept, holds that social structure and human agency are not separate, autonomous entities, but rather complexly entwined products of social interactions and activities. The way sociologists examine and interpret social reality—using agency and structure as the two separate lenses of sociological analysis—often results in the seeming contradiction between the two concepts. This sociological paradigm underscores the duality of societal structure. One facet comprises individuals as actors in specific situations, actively engaging in informed activities, and participating in social actions and interactions. Simultaneously, the social realm comprises social systems and structures that encompass the regulations, resources, and relationships that individuals generate and perpetuate through their social interactions. The study of structuration is essentially an examination and analysis of how social systems manifest and perpetuate themselves through social interactions (Giddens, 1984).

The three main focuses of Giddens' framework, as highlighted by Adams and Sydie (2002), are human agency, which presents the social actor as a logical decision-maker; reflexivity, which involves an individual's self-awareness and ability to observe the dynamics of social life and occasionally incorporate this understanding into their decision-making and actions; and structure, which is made up of the social patterns that have an impact on individuals and are created from rules, resources, and agency. Giddens suggests that modernity represents a fundamental shift from previous eras, even if he accepts the enduring importance of tradition in modern life. Consistent with the claims made by critical and world-system theorists, he says that the modern era is defined by constant change, capitalism's spread, and industrialism's development—what is sometimes described as the "machinery of technology for controlling and transforming nature" (Adams & Sydie, 2002). The three main pillars of traditional society—religion, community, and family—direct individual and collective behavior in particular conditions. These classic components are still powerful, but their domination has given rise to new industrial, capitalist, and communication-related systems and structures. According to Giddens (1984), these social structures and systems also present chances for people and groups to exercise more flexibility and freedom than in conventional contexts.

Within this theory, a fundamental distinction emerges between the structures of domination, signification, and legitimation. Domination pertains to power, encompassing control over allocative resources (material and authoritative resources), and refers to control over individuals. Signification concerns the meanings and symbols that encode them and shape their perceptions. Legitimation revolves around norms governing social actions. Giddens describes actors as drawing upon rules and resources, with rules involving signification, legitimation, and resources associated with domination. These categories serve as analytical tools, and are inevitably present and interconnected in any concrete social context. Moreover, Giddens introduces the concept of 'modalities,' through which structures of signification are mediated by interpretive frameworks that articulate specific constellations of symbols and thereby shape what is accessible for social action or what is perceived to be accessible.

However, it is crucial to note that structuration theory has faced criticism primarily from a Marxist perspective. In Callinicos' contemporary critique, the theory's inherent issue was identified as its steadfast commitment to a knowledgeable agent. Callinicos contended that Giddens' preference for the agency pole in the theory of structuration is reflected in his emphasis on the philosophical invocation of a person's potential to resist rather than a historical analysis of the varied conditions of action (Callinicos, 1985). Marxists view structuration theory as a downplaying of the permanent structural forces in favor of an emphasis on reflexive agency, not as a progressive advance. The 'morphogenetic' approach to the study of society, which Archer (1995) offered, and her critique of Giddens's central conflationism are two further critiques. Conversely, Stone (2005) aimed to maintain what he considered to be Giddens's significant input to his notion of "strong structuration."

In his 1984 work, Giddens proposed that institutions exist only in the context of everyday activities, suggesting a close connection between structure and action. However, some critics have accused him of conflating the two, highlighting the challenge of reducing structure to action (or vice versa) and the difficulty of isolating an institution from its associated activities. To comprehend their mutual influence, the distinction between institutions and actions must be clear both systematically and phenomenologically. While critics of structuration theory have targeted the perceived inherent issues in its logic, they have advocated for the reestablishment of the separation between structure and action, which Giddens initially sought to transcend. These critiques have been found to be more concerned with epistemological matters than ontological ones (Barley & Tolbert, 1997). Nevertheless, proponents of structuration theory emphasize the need to investigate recurring cycles of interaction between institutions and actions, with a focus on temporal aspects often neglected by Giddens (Barley & Tolbert, 1997). Notably, they draw on Pettigrew's argument that researchers interested in studying changes in institutions that guide collective actions may need to consider historical and archival data (Barley & Tolbert, 1997).

This theory contributes an additional dimension to the ongoing debate, making it valuable for inclusion in the study. Structuration theory seeks to address the tension between structure and agency, and macro-micro perspectives in understanding human social behavior by examining the processes occurring at the intersection of actors and structures. This asserts that social action cannot be comprehensively explained by either structural or agency theory in isolation. Instead, actors operate within a framework of rules established by social structures, which gain reinforcement through their actions. Consequently, social structures lack inherent stability outside of human action, because they are products of societal construction. By contrast, agents can alter social structures by acting beyond the constraints imposed by these structures. This debate between structure and agency finds resonance in the field of tourism governance studies, where structural issues concern the mid-level environment, encompassing existing Acts, Regulations, beliefs, and philosophical orientations that are operationalized within the context of collaboration, trust, power dynamics, and challenges in tourism governance. The agency dimension is embodied in the actions of both state and non-state actors who constitute stakeholders. By adopting Giddens' saturation theory (1984), this study explores the interplay between structure and agency in the context of destination governance in Afadzato South District, aligning with the study's conceptual framework.

Conceptual Framework of the Study

The conceptual framework in Figure 4 represents seven (7) key issues subdivided into four sub-sections that guide tourism governance studies identified from the literature review. According to this framework, the subsections are the Destination Governance Pillars (Human Agency and Structure). The second is governance, with its principles on five axes (Accountability, Transparency, Legitimacy, Rule of Law and Effectiveness).

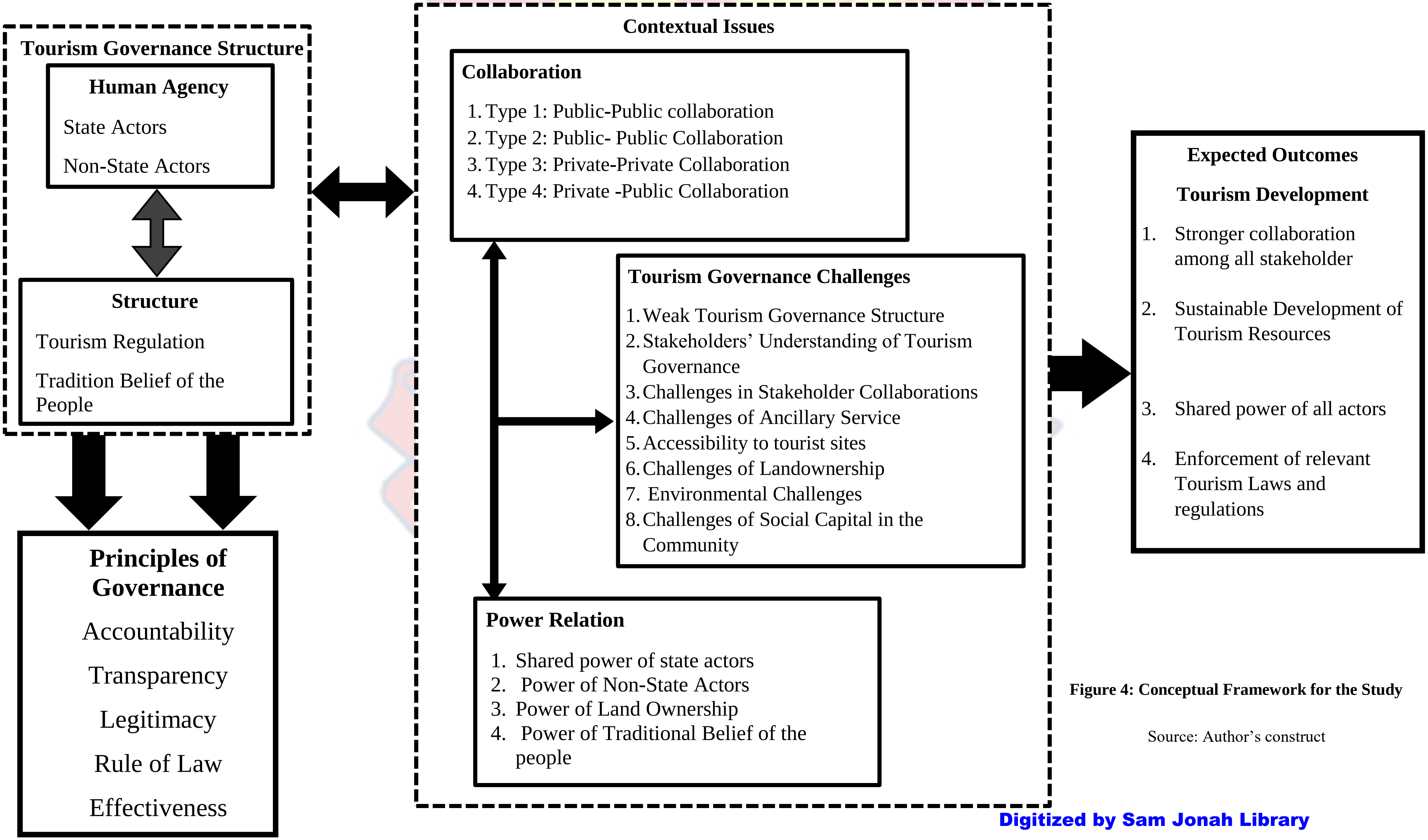

Figure 4: Conceptual Framework for the Study

Source: Author's construct

The third category includes contextual issues (Collaboration, Power Relations, and Governance Challenges). The fourth section which is the Expected Outcome, which will be overall tourism development through (stronger collaboration among all stakeholders, Sustainable Development of Tourism Resources, Shared Power of all actors, and enforcement of regulations). The primary aim is to establish a conceptual model that elucidates the dynamics of tourism governance within a destination, as illustrated in Figure 4.

The Human Agency

In this study, human agency was represented by stakeholders identified as state and non-state actors. The state actors were the GTA, District Assembly, Regional Coordinating Council, and MoTAC, while the non-state actors were traditional leaders, members of the community, and tourism businesses. Giddens contends that agency is at the core of sociological inquiry, emphasizing that the key aspect of human action is inherent indeterminacy. Action unfolds as an uninterrupted continuum, a process that eludes dissection into discrete reasons and motivations. Rather, it involves perpetual monitoring and rationalization of daily behaviours (Turker, 1998). According to Giddens, agency encompasses two pivotal components. First, it entails a sense of practical consciousness encompassing the knowledge required by social actors to effectively navigate and shape social life. Second, agency involves individuals' capacity to introspect on their experiences and to provide rational explanations for their actions. Giddens asserts that we, as actors, possess awareness of our actions, routinely rationalize them, and are capable of furnishing a reasoned account of our conduct. The cultivation of a sense of routine is integral to fostering self-assurance.

An agent's (individual's) capacity to act, influence the outside world, or fend off outside interventions is the main focus of an analysis of their power. Essentially, using a range of abilities is what it means to be an agent; some of these abilities may already be possessed by others (Giddens, 1984). On the other hand, the ability of individuals to influence modifications within pre-existing social conditions is what determines action. An agent is declared dead when it can no longer effect change, or when its power diminishes. In the field of sociology, power is defined as the ability and will to bring about the desired and planned results. Giddens is in line with Bachrach and Baratz when they distinguish between two aspects of power: an individual's capacity to affect decisions and the incitement of bias. Moreover, Giddens emphasizes how important it is to comprehend how action and structure interact, regardless of the particular topic being studied (Bryant & Jary, 2003). Giddens saw the duality of a framework in which people reflexively create and renew their social life as the link between structure and agency (Turker, 1998).

Structures

In the context of the framework, structures refer to existing regulations, beliefs of the people, tourism resources, and philosophical orientations of the people. Giddens (1984) confirmed this when he elaborated that structure is when rules and resources are organized as properties of social systems. The ongoing discourse on the interplay between structure and agency lies at the core of both classical and contemporary sociological theory. Within the framework of functionalism, as advocated by Durkheim, the foundational pillars of structure and hierarchy play pivotal roles in upholding society’s fabric. Conversely, theorists with a materialistic or "economic" orientation, such as Karl Marx, underscore the potential of social structures to exert adverse effects on the majority of individuals within a given society. In both of these scenarios, the term "structure" encompasses aspects that are both cultural and societal, encompassing norms, customs, traditions, and ideologies. These systems manifest as dynamic relationships between actors and are organized into social practices. Structuralism governs the conditions that dictate the dual nature of both structure and system, ensuring the perpetuation of social systems, as expounded by Giddens (1984).

Consequently, when we examine "structure," we delve into a multi-faceted analysis. First, it involves the exploration of knowledge and how social actors use this knowledge in their actions. Second, it examined the social practices employed to acquire this knowledge. Finally, it encompasses an assessment of the capabilities inherent in these practices, including their capacity to bring about change (Giddens, 1979).

Principles of Governance

The Global Agency of Local Regional Governments, as highlighted by the United Cities Local Government (UCLG), underscores the pivotal role of effective local governance in addressing global developmental challenges. As the closest administrative tier to their respective communities, local and regional governments enjoy a distinct advantage in prioritizing people's welfare at the core of their decision-making processes. The expeditious and responsible participation of diverse stakeholders is instrumental in pursuing sound governance. In a related study, Eagles (2009) introduced ten criteria for evaluating governance models in the context of parks and protected areas. He advances the notion that good governance is contingent on a nuanced understanding of the historical and cultural factors that play a significant role in shaping the choice of governance models. However, his analysis overlooks the variegated cultural diversity and behavioural disparities that exist within the geographical boundaries of a single country or region.

The United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) has delineated eight fundamental principles of good governance. Within the framework of destination governance, the anticipated outcomes of interactions among various agents, structures, collaborative processes, dynamics of power relationships, and cultivation of trust at all levels are guided by previous research on the following facets of good governance.

Accountability

According to this notion, all actors—state and non-state—must continue to answer for their deeds. Within the field of public administration, it concerns the duties linked to certain positions or organizations and the concomitant responsibilities that personnel in such roles have to fulfill for the benefit of the larger organization. Any departure from these obligations is considered a duty dereliction or accountability breach. Leaders among non-state actors bear responsibility for the stewardship of others. Therefore, in order to improve the accountability of people and organizations, good governance necessitates the use of both ethical and legal systems.

Transparency

This concept pertains to the dissemination of political information. At the district level, individuals have the right to access information concerning government policies about their concerns, including legislative proceedings, policy formulation, legal regulations, policy implementation, administrative budgeting, public spending, and other pertinent political details. At the local community level, transparency requires community members to receive comprehensive information regarding all resource mobilization activities, revenue generation, and expenditure allocation. This empowers citizens to actively engage in public policy development and effectively oversees the public administration process. A direct correlation exists between the extent of transparency and the quality of governance in a given context; higher transparency levels correlate with improved governance standards.

Legitimacy

The concept of legality and its connection to laws and regulations underscore the idea that something legally permissible does not automatically justify it. Legitimacy in this sense relates to how broadly accepted and respected society authority and order are. A stronger standard of good governance is correlated with a higher degree of legitimacy. As a result, for efficient governance to occur, conflicts of interest between the state and its inhabitants must be resolved by the appropriate administrative authorities and their representatives. The goal of this strategy is to increase public approval and consent for public administrative actions.

Rule of Law

The fundamental tenet of it all, the rule of law, states that all citizens and public servants are required to abide by the law as the highest standard of guidance in public political management. Ghana Tourism Authority, the district assembly, and the Traditional Leaders are only a few of the organizations whose roles are outlined in the regulations that control tourism. Establishing and maintaining social norms, managing societal affairs, and controlling citizen behavior are the immediate goals of the rule of law. Protecting the political rights of citizens, including freedom and equality, is the ultimate goal. A strong legal system, a deep regard for the law, or a social structure based on legal precepts are necessary conditions for good governance, which cannot be achieved without the rule of law.

Effectiveness

Effectiveness primarily pertains to management efficiency, encapsulating two crucial facets: the presence of a rational administrative structure, scientifically formulated administrative procedures, and adaptable administrative actions along with the minimization of administrative costs. Administrative activities that lack efficiency or are ineffective are incongruent with principles of good governance. As the level of good governance increases, so does the effectiveness of administrative endeavors.

Collaboration

There are substantial differences in how collaborative governance is interpreted in the context of tourism (Bramwell & Sharman 1999; Bramwell & Lane 2011). The coordination, cooperation, and participation of state and non-state actors to effectively and fairly manage society is referred to in this study as collaborative governance (Keyim 2018). District assemblies and related agencies that receive public funding are considered state actors, sometimes known as the "government" or the "public sector." Conversely, private actors are people who work in the "private" or "non-government" sectors. The underlying assumption is that cooperative efforts between state and non-state actors, rather than governmental control alone, can lead to the efficient management of tourism resources and the welfare of communities within the district.

Hwang et al. (2012) highlighted the critical role of community-based activities carried out in partnerships between locals and outside tourist developers for sustainable, long-term tourism development, drawing on community case studies in South Korea. In contrast, Koutra and Edwards (2012) argued that the development of tourism in two distinct Ghanaian towns has not significantly aided in the expansion of the economy, society, human capital, or human resources. This uneven distribution of tourism advantages can be linked to a number of factors, including low social capital, weak institutions, corruption, insufficient networks and partnerships, and low levels of community involvement.

Rather than including a diverse range of stakeholders, power and resource asymmetries among actors can frequently turn cooperative agreements within destinations into debates dominated by local elites (Bramwell & Sharman 1999, p. 396). In these situations, tourist partnerships at destinations are often governed by local government bodies and their well-connected business partners. However, a number of aspects of tourist development policies and operations may suffer from the lack of engagement in decision-making processes from non-state actors (such as resident organizations, small businesses, and local communities) (Araujo & Bramwell 2002). According to Jamal and Getz (1995), having enough resources—such as knowledge, time, and money—is essential to planning and carrying out successful tourist partnerships.

Additionally, local communities may find it difficult to fully participate in tourism development due to a variety of factors, including a lack of ownership, capital, skills, knowledge, and resources, even though local government authorities typically have enough resources to support collaboration (Scheyvens 1999). In conclusion, the factors that determine collaborative governance—

widespread and equitable cooperation, reliable and knowledgeable facilitators, and sufficient resources—are interdependent, and the total efficacy and justice of this type of governance depends on the impact of each factor at the final level. In the end, this conversation highlighted a number of obstacles to cooperation in district tourism governance, highlighting how important cooperation is to destination government success.

Power Relation

This section delves into the dynamics of power and its connections with actor participation and interactions in the discourse on tourism governance policies. Some have proposed that power emerges from interactions between people and is sustained by patterns of competition and resource distribution. It is possible to infuse social interactions that mirror power dynamics with aspects like authority, control, meanings, and values. Power dynamics are dynamic and shaped by actor-specific practices, as seen by the tensions that arise in the interactions between actors and people's reactions to circumstances (Bramwell, 2006; Long, 2001). Power is a performative idea that cannot simply be "possessed," but for those involved, it may seem like something that one either has or doesn't. As a result of their ingrained relationships, an actor could gain a reputation for being powerful based on rumors or personal experience of previous results.

Another significant aspect is that the cumulative effect of the diverse power relations exceeds the sum of their components. Additionally, dialectical relationships exist between the structure of policy networks and the actors involved. The former can be viewed as structural, characterized by distinct sets of rules that help define the roles of actors and prescribe the subjects of discussion, as well as the methods of dealing with them (Marsh & Smith, 2000; Rhodes, 2002). Giddens' concept of the 'duality of structure,' however, underscores how the rules and resources within policy networks are utilized and interpreted by actors, whether they are part of the network or external to it. This interpretation, in turn, has a feedback loop that impacts their actions, resulting in changes or the reproduction of the same rules and resources.

The concept of land ownership, particularly when it pertains to land hosting tourism resources, delves into an intricate web of power dynamics. This is especially evident when the land is not under the control of the traditional leader but rather belongs to a specific family. Land ownership is the bedrock of people's identities and holds significant socio-economic and cultural value. However, when land is transformed into a tourism resource, power dynamics at play undergo a noticeable shift. Social exchange theory plays a pivotal role in influencing the decision-making process, compelling families to relinquish ancestral land for tourism development and community advancement. This decision contrasts with the traditional use of land for farming and the extraction of economic resources such as timber by members of the same family. Consequently, land-related issues frequently sow seeds of tension within villages when the expected benefits from relinquishing their lands for tourism purposes are not fully realized, even in the face of assurances.

In the field of tourism studies, it is assumed that community-based tourism (CBT) can rectify power imbalances by involving all stakeholders in a collaborative process that aligns with the collective desires of these stakeholders (Reed,1997). However, practical challenges arise when these interests are diverse and multifaceted. This study delved deep into the power differentials among various actors involved in tourism and collected empirical data concerning power relations in the validation process of tourist attractions. It further explores how local communities can be empowered through the implementation of community-based tourism (CBT).

Tourism Governance Challenges

Examining the difficulties associated with tourist governance and the relative positions of different players in tourism management is one of the main objectives of this research. Setting guidelines for improving the efficiency of tourism management was the aim. Multiple stakeholders must be included in decision-making and development processes at all planning and policymaking levels within the tourism industry. In a partnership that establishes the kind and volume of tourism that a community wants, this collaborative approach brings together a variety of entities, including governments, non-governmental organizations (NGOs), local residents, industry professionals, and other important players (Hwansuk & Sirakaya, 2006).

The difficulties and conflicts that come with managing tourism destinations collaboratively have been noted by many studies. According to

Okazaki (2008), Trousdale (1999), Wesley & Pforr (2010) and other scholars, these difficulties are primarily caused by power dynamics, competing interests, and contextual variables like historical background, market dynamics, cultural components, legislation, and politics. Scholars (Beritelli, 2011; Erkuş-Öztürk and Eraydın, 2010) have investigated the efficacy of diverse governance models in the planning and administration of tourism destinations. Their findings indicate that collaborative governance is the most appropriate approach for efficiently managing tourism destinations.

It is imperative to acknowledge that dynamic communities with heterogeneous interest groups inherently provide governance issues. However, the application of efficient inter-organizational governance in the tourism sector can have a significant positive impact on the growth of the sector and help achieve more sustainable results (Wesley and Pforr, 2010). According to Wesley and Pforr (2010), there is a contention that governments possess the ability to cultivate alliances, accords, and cooperative agreements among interested parties, consequently endorsing fair and effective economic outcomes. Numerous studies on destination governance, such as those by Beritelli et al. (2007), Franch (2010), Okazaki (2008), and have emphasized the significance of involving local stakeholders in destination design and development. This is because destination development is primarily focused on the effective use of local resources, including human, tangible, and intangible resources. By fostering important commitment, synergies, and collaboration between public and private players, this strategy helps policymakers better execute the principles of sustainable development. Local governments usually have a major influence on how stakeholders' network and direct the growth of the tourism industry (Jamal & Getz, 1995). They frequently have authority over regional public resources and use laws and ordinances to govern tourism-related activities (Hall, 2008; Page, 2003). Therefore, adopting appropriate forms and models to assist local governments in promoting and supporting more effective destination governance offers both a difficult task and a thrilling chance to advance projects and activities aimed at these destinations' sustainable development.

Destination governance, according to Volgger et al. (2017), ought to include organizing group activities at tourism sites, including planning, policy, marketing, and strategic management. It is defined as the creation of procedures and guidelines in conjunction with the development of business plans by Beritelli et al. (2007). In a similar vein, Gomes et al. (2017) described destination governance as a structure comprising management, planning, and strategy. Destination governance aims to balance the interests of different stakeholders by influencing the destination's structural, strategic, and motivational aspects of collective agency (Dredge & Jamal, 2013, Volgger et al., 2017; Vlogger et al., 2021). Although these broad objectives remain legitimate, destination governance is evolving, necessitating a move toward more sophisticated technological applications to optimize governance procedures and the implementation of sustainable strategies like participatory governance (Bolívar, 2018a; Lalicic & Önder, 2018).

Tourism Development

Stronger Collaboration among all Stakeholders

Enhanced cooperation among all government agencies in the region, district assemblies' local communities, and tourism businesses is vital for effective tourism governance and development in the district. Improved collaboration and cooperation at all levels lead to better protection, resource allocation, and decision-making. Collaboration ensures inclusivity, knowledge sharing, and resource pooling to address challenges.

Sustainable Development of Tourism Resources

Sustainable development involves balancing economic, environmental, and sociocultural factors. It is also important for the district to engage in practices that conserve natural resources, preserve cultural heritage, and promote community well-being. Collaborative governance, effective planning, management, and stakeholder engagement ensure that tourism benefits the current and future generations.

Shared Power of all Actors

Recognizing the limits and relevance of all types of operations at all levels and empowering all actors promote collaborative governance and innovation. Inclusive decision-making fosters transparency, accountability, and trust among stakeholders. Shared power ensures responsiveness to stakeholders' needs and enhances governance effectiveness.

Enforcement of Relevant Tourism Laws and Regulations

Strict enforcement of tourism laws and regulations among all stakeholders is essential to protect their interests and ensure responsible tourism. Through the effective enforcement of bye-laws, illegal activities, including the activities of chain saw operators, maintaining destination integrity, and building trust. Collaboration between authorities and stakeholders is necessary to monitor compliance and address violations promptly.

Chapter Summary

This chapter is centred on conceptual and theoretical characterizations of governance, including the models and frameworks that underlie the study. Governance is a process that involves both the public and private sectors and grounded but continuing interaction through which conflicting or diverse interests can be accommodated. Cooperative action was taken for effective tourism where many stakeholders and interests exist. The chapters also examined various theories relevant to the study: stakeholder, social exchange, and saturation theories, their applications and critiques, and their relevance to this study. The chapter concludes with a conceptual framework and detailed explanation of the key variables in the framework and their essence in the study (Figure 4).

CHAPTER THREE

EMPIRICAL REVIEW ON TOURISM GOVERNANCE

Introduction

This chapter reviews empirical studies on tourism governance. This review examines issues related to the structures of tourism governance, collaboration of stakeholders' power relations, and destination governance. It further reviews trust perspectives in tourism destination governance**,** challenges of tourism governance and concludes with tourism governance structure and legislation in in Ghana.

Structures of Tourism Governance

The importance of the tourism sector has been recognized worldwide. The importance of the industry to be maximized across regions, blocks, and countries requires the establishment, recognition, acceptance, and operation of a governance structure that better aids the smooth running and development of tourism (UNWTO, 2018). Thus, established structures have been recognized as being accountable for the sector's structural and spatial characteristics and performance (Britton, 1991). Publications show that, for the effectiveness of governance akin towards tourism development in any destination, an operative structure is required to provide direction, uniformity, and unity (Dredge& Jamal, 2015, Fayos-Sola` & Alvarez, 2014). Thus, the governance structure is key towards crafting and maintaining an enabling environment that is vital to the realization of the social and economic objectives of the tourism development agenda (Dredge & Pforr, 2008; Dinica, 2009). This implies the establishment or existence of bodies, institutions, operational authorities, and groups that are designed to provide the structural framework and meanings necessary to guarantee the long-term stability of economic exchanges and socio-economic processes that accompany tourism development (Yuksel & Yüksel, 2000).

Ndivo (2020) claims that the majority of these bodies are centralized and concentrated in one location throughout Africa and many developing nations. According to Wahab (1997), the inclination for centralized tourism administration structures in developing countries stems from the belief that this industry is a national interest that needs to be centrally planned and regulated. The study does, however, show that the centralized structure still prevents decisions from being made by the individuals or host communities who will be most directly impacted by them (Turner & Hulme, 1997; Yuksel & Yüksel, 2000). This represents a structural deficiency in the development of tourism in most developing countries. The need for structures that allow the recognition and integration of all tourism stakeholders in the development of tourism has been recommended in many studies (Adu-Ampong, 2013; Ndivo, 2020).

Operationally, tourism governance configurations involving all stakeholders, particularly those in resource-situated communities, must be ideal for the effective, all-inclusive, and smooth development of tourism, particularly in developing countries (Bramwell & Lane, 2011; Yuksel, Bramwell & Yüksel, 2005). There is enormous recognition that most tourism resources that underpin tourism place-holding are situated in the countryside of countries (Bramwell &

Lane, 2011). Accordingly, many studies recommend that destinations have systems and structures that allow stakeholders at the destination level to recognize themselves and others within the destination (Bressers & Dinica, 2008; Dredge & Pforr, 2008). This includes national, regional, district, and community-level stakeholders involved in tourism operations, development, and actualization processes. Individual stakeholders must also acknowledge and confirm that other stakeholders (public or private) play a role in the development of tourism within their destinations (Beaumont & Dredge, 2010; Bramwell, 2006).

In addition, destination stakeholders should be knowledgeable about the operational structures of their destination areas. Most significantly, they must also recognize how they (individual stakeholders) play essential roles (activities, actions, and operations) within the destination structure. Such manifestations will aid in easy acceptance and cooperation among stakeholders for development (Hall, 2011; Jamal & Menzel, 2009). Stakeholders must further identify immediate and future weaknesses that may exist in their operational governance structures, and suggest improvement requirements as well (Crook & Manor, 1994). This is due to the transient nature of the developmental requirements. Thus, constant modernization and changes in global space imply that existing destination governance structures cannot be static (D'Angelo, Carlo & Sainaghi, 2010). Therefore, stakeholders must identify the strengths and weaknesses of their governance structures and make recommendations for changes that propel sustainable development (Dredge, 2006; Nasser, 2012).

Tourism governance is understood across various parts of the structure as a part of the governance structure and its proper functioning. It is a pivotal factor that influences tourism practices, development, and governance (Bramwell & Lane, 2000). The intricate nature of the tourism sector, characterized by its multi-stakeholder involvement, demands a nuanced understanding of the roles, responsibilities, and interdependencies among all stakeholders (Aref & Redzuan, 2009). Researchers argue that stakeholders' failure to grasp these aspects can lead to structural fragmentation, conflicting interests, and suboptimal decision-making processes in the tourism industry (Liu & Wall, 2006). Such issues can hamper destination competitiveness and sustainable development (Hall, 2010). Additionally, a lack of stakeholder understanding may hinder collaboration, potentially leading to resistance to new initiatives as it creates uncertainty and scepticism (Bramwell & Lane, 2000). Thus, stakeholder understanding is essential for effective governance and ensuring tourism's positive contribution to the socioeconomic and environmental aspects of destination development (Hall, 2010; Papatheodorou, 2002).

Well-defined duties and responsibilities within operational structures are essential components and procedures of destination governance that have been repeatedly recognized by numerous research (Beaumont & Dredge, 2010; d'Angelo, Carlo, & Sainaghi, 2010; Ruhanen et al., 2010; Zhang & Zhu, 2014). As a result, a great deal of research has been done on the roles played by various governments as well as the tourist systems in other nations (Costa, Panyik, & Buhalis, 2014; Lennon, Smith, Cockerell, & Trew, 2006; OECD, 2014).

Every destination has put in place a different framework for dividing up tourism-related duties between national and regionalized (county, district, and local) units. Typically, national levels play key strategic roles in the tourism industry. These include creating national policies, putting in place frameworks for regulations that support the country's overall tourism development goals, providing data, research, and analysis to support industry growth, creating policies, and managing marketing campaigns for the tourism industry as a whole. They also encourage national coordination among public and private tourism enterprises, establish mechanisms and bodies to facilitate the allocation of human, financial, and material resources required for high-quality tourism, lead and coordinate international promotional campaigns, and assist regional and local authorities in launching tourism projects (Guerin, 2004; Ndivo, Waudo & Waswa, 2013; Ontario Ministry of Tourism, 2009; OECD, 2014).

Nonetheless, under the direction of the national government, regional and municipal authorities take on the responsibility of promoting tourism within their respective regions. Setting goals for the development of local and regional tourism; marketing the area and its communities as travel destinations, especially in the domestic market (and occasionally abroad in cooperation with other regions or the national tourism authority); gathering, analyzing, and disseminating data on local and regional tourism; and organizing tourism development projects involving the public and private sectors in the area are all included in this (Guerin, 2004; Ontario Ministry of Tourism, 2009). These frameworks enable the coordinated and participatory development of national tourism, incorporating contributions from the public and private sectors at the local, regional, and national levels. Moreover, regions receive help and autonomy to grow tourism within their designated or grouped boundaries. A prominent illustration of this methodology is seen in South Africa, where the tourism industry works in conjunction with autonomous province-level tourism agencies and other relevant parties to implement the vision, worldwide strategy, and opportunities for each province and product (Republic of South Africa, 2016). This cooperative strategy has made it easier to execute, coordinate, and oversee the country's booming tourist sector, which has elevated it to the status of one of Africa's top travel destinations.

On the other hand, there are situations in some areas where the expected coordination isn't always seamless. A situational analysis of Ethiopia's tourism industry, for example, as presented in its Sustainable Tourism Master Plan 2015–2025 (Ministry of Culture and Tourism, 2015), reveals that the country lacks well-defined plans and initiatives to carry out its National Tourism Development Policy (Ministry of Culture and Tourism, 2009). This shortcoming extends to the federal government's and regional states' coordination. Additionally, to promote conflict-free tourist development and growth, regional tourism development mechanisms must be synchronized with national tourism development objectives. Furthermore, diverse institutions must be approached in a well-coordinated and managed manner, with steps implemented to improve these institutions' ability to carry out their mandates (Ministry of Culture and Tourism, 2015).

The literature also argues that community leaders and private tourism operators are pivotal to regional tourism governance and development, corroborating the findings of various studies that highlight their importance in destination management (Beaumont & Dredge, 2010; Zhang & Zhu, 2014). Similarly, community leaders play a crucial role by mobilizing local tourism resources, promoting their regions as attractive destinations, fostering community engagement and responsibility, and aligning themselves with the principles of sustainable community-based tourism (Mowforth & Munt, 2009). In contrast, private tourism operators significantly contribute by investing in and managing tourism infrastructure, including accommodations, tour operations, and attraction development, thus enhancing visitor experience, stimulating economic growth, generating employment, and diversifying the local economy (Aref et al., 2013; Hall, 2010). In summary, these non-state actors serve as indispensable partners in realizing comprehensive and sustainable tourism governance and development. They bridge the gap between national policies and local implementation, effectively promoting the region as a desirable destination, while fostering economic vitality.

Moreover, legislation plays a pivotal role in shaping and regulating tourism governance within destinations, as has been widely recognized in the literature. These legal frameworks establish an essential structure for destination management, development, and sustainability, clearly delineating the roles and responsibilities of key stakeholders including government bodies, local authorities, and the private sector (Morrison, 2013). Furthermore, tourism legislation addresses crucial aspects such as environmental preservation, land use planning, quality standards, and safety regulations, all of which are fundamental for safeguarding natural and cultural assets, ensuring the safety of tourists, and elevating the overall quality of the visitor experience (Richards & Hall, 2000). Legislative instruments frequently incorporate provisions related to taxation, licensing, and permits, thus serving as revenue generators for destination development and marketing efforts (Getz, 1997). They also empower destination management organizations to collect and allocate funds for tourism promotion and essential infrastructure development (Pike, 2004). In summary, the literature underscores the indispensable role of legislative instruments in establishing the legal framework essential for the effective ggovernance, sustainability, and competitiveness of destinations, harmonizing the interests of diverse stakeholders, and contributing to the overall prosperity of tourism management and development.

This finding implies that specific institutional arrangements define the extent to which stakeholders can participate in tourism and significantly improve the development process. For instance, in Ghana, there is an absence of governance structure for tourism at the regional and district levels. This is coupled with misaligned governance procedures, which continue to hurt tourism development. It is such that the activities/inactivity of one body has an effect on others; therefore, the absence of a formalized governance structure for most regions and local-level tourism remains a big issue for the sector (Adu-Ampong, 2013). Moreover, in the seventh draft of the Ghana National Tourism Policy, the

Ministry of Tourism acknowledged that tourism administration at the national, regional, and local levels is not well structured and suffers from a lack of clarity regarding the roles and responsibilities of the various institutions involved in the sector (Adu-Ampong, 2013).

Overall, tourism is a multifaceted and dynamic industry involving a complex structure that encompasses a wide range of stakeholders and components. The structure of tourism is inherently diverse, and include natural and artificial attractions, accommodations, transportation, and numerous supporting activities (Canavan, 2017). This intricate structure highlights the multidisciplinary nature of tourism, with the involvement of various stakeholders such as individuals, groups, institutions, and governmental bodies (Hwang & Stewart, 2017). Ideally, all stakeholders should be actively engaged in the governance of a destination to ensure sustainable development (Cheong & Miller, 2000). However, the effectiveness of tourism governance largely depends on the existence and functionality of a robust governance structure. Tourism destinations require a governance structure that can bring together diverse stakeholders, facilitate collaboration, and ensure that their interests align. Governance structures can help manage conflicts, build consensus, and resolve disputes among stakeholders (Beritelli & Laesser, 2011). A well-structured governance system is instrumental in guiding and regulating a multifaceted tourism industry.

Conversely, the lack of a coherent tourism governance structure poses a significant challenge. Without adequate governance, stakeholders may operate independently, leading to uncoordinated efforts and inefficiencies. Moreover, a dearth of governance can result in power imbalances, whereby certain stakeholders exert more influence than others (Marzano & Scott, 2009). This can hinder effective decision-making and the ability to harness the collective potential of different actors within a destination (Hwang & Stewart, 2017). Ultimately, a deficiency in tourism governance structures can jeopardize the sustainable development of tourism destinations and impede the realization of their full potential. Thus, the governance structure of tourism is multifaceted, involving a wide array of stakeholders and activities. Effective tourism governance structures are essential to managing this complexity and ensuring collaboration, consensus, and sustainable development. However, a lack of a governance structure can lead to operational challenges, power imbalances, and inefficiencies that hinder the growth and success of tourism destinations.

Governance and Stakeholder Collaborations

Extensive documentation underscores the critical importance of forging partnerships and fostering collaboration for the advancement and enhancement of tourism destinations (Moswete, Thapa, & Child, 2012; Nault & Stapleton, 2011). Nevertheless, the process of building partnerships among tourism stakeholders is often intricate and is subject to numerous factors that can obstruct or facilitate progress. These factors encompass the divergent and often conflicting interests of stakeholders, the presence of varying or opposing perspectives, intricate interdependencies and relationships with other players within the destination, and disparities in communication styles and networks among other considerations

(Waayers, Lee, & Newsome, 2012; Waligo, Clarke, & Hawkins, 2013). Numerous investigations have emphasized the pivotal role of collaboration in the tourism development process, with effective communication highlighted as a fundamental element in resolving disparities among stakeholder groups (Gray, 1985).

In the context of tourism development, Okazaki (2008) asserted that collaboration must encompass a multitude of stakeholders, both from the private and public sectors as well as within communities and across different sectors. This entails cooperative decision making, cross-sector planning, and the mediation of disparities in interests, ideas, and visions. However, a study conducted by Sheehan and Ritchie (2005) suggest that the success of stakeholder collaboration hinges significantly on understanding the concept of stakeholder salience (Sheehan & Ritchie, 2005). In line with this, Boatright (2002) contends that identifying stakeholder salience is instrumental in effectively coordinating stakeholders, determining their inclusion or exclusion in collaborative endeavors, and categorizing their roles in specific development projects (Jamal & Getz, 1995). Similarly, Beritelli (2011) concluded that within the context of a tourism destination, the positions of stakeholders, their relationships with other stakeholders, and the formation of organizational clusters in various sub-sectors of the destination impact the power dynamics that can either facilitate or impede the success of the tourism development process.

In tourism, Beritelli (2011) maintains that stakeholder collaboration should involve participative processes that form the central source of development. It is also true that all stakeholders from the destination community can be recognised, and they must play active roles and strive together to realise shared objectives (Dredge, 2006). According to McComb et al. (2016), it is crucial to establish a substantial consensus regarding the desired direction of tourism development to ensure the long-term success of a destination. This is particularly significant because tourism destinations typically involve a multitude of interdependent stakeholders, each harbouring varying perspectives on destination-level tourism development (Reed, 1997). Furthermore, the significance of stakeholder collaboration is underscored by Hardy, Phillips, and Lawrence (2003), who emphasize that partnering with stakeholders can effectively harness existing resources and yield comprehensive and impactful strategic benefits. Collaborative ties between stakeholders are especially important for generating meaningful development in the context of a tourism destination. A diverse range of stakeholders participate in this cooperative network, including international, national, regional, and local governments; tourism-related government departments; international, national, regional, and local tourism organizations; entrepreneurs; operators in the tourism industry; non-tourism business practitioners; and local community groups, among others. Furthermore, in this situation, the participation of indigenous people's organizations and locals is essential (Hardy et al., 2003).

For the destination’s ideal growth strategy, Waayers et al. (2011) were of the view that stakeholders must be together and able to address all associated problems with this growth. This must include government leaders, resource planners, and entrepreneurs, who must not act in isolation. However, one of the key difficulties towards developing countries is the increasingly low level of collaboration and collaborative communication among stakeholders in developing countries (Towner, 2018). Indeed, Towner (2018) further underscores that insufficient or feeble cooperation among stakeholders reflects subsequent limited engagement in tourism planning and management processes, particularly among members of the local community. In line with this perspective, Getz and Jamal (1994) contended that only effective and appropriate stakeholder collaboration can facilitate a dynamic and adaptable process, offering a framework for collective decision making involving multiple stakeholders within either a temporary or long-term structure. Addressing these challenges, Briliyanti (2021) identified six primary factors influencing the efficacy of collaboration among tourism stakeholders in a study conducted in Indonesia. These factors include shared objectives, communication, equity, commitment, trust and leadership. Indeed, Towner (2018) further underscores that when collaboration is disorganized and characterized by sporadic and uncoordinated interactions between stakeholder groups, it proves detrimental to all participants in the tourism industry at a given destination.

Waayers et al. (2012) discovered in their work that effective and progressive collaboration necessitates direct dialogue between stakeholders. This dialogue should encompass acknowledgment of the interdependence among these stakeholders, aiming to create a collective vision and facilitate shared decision-making and consensus building concerning the planning, objectives, and actions of a tourist destination (Waayers et al., 2012). In essence, Bramwell and Lane (2000) further observed that the 'go-it-alone' policies of the past are diminishing, especially as government and public agencies in various countries continue to endorse more substantial cooperation and collaboration in tourism planning and execution processes (Jamal & Getz, 1995). Nevertheless, stakeholders interact differently and establish relationships based on individual levels and interests (Towner, 2018). Expanding on this point, Kennedy and Augustyn (2014) also emphasize the importance of deriving success from stakeholder collaboration, primarily achieved by aligning the voices of these stakeholders. To accomplish this, it is imperative to comprehend their significance in collaborative processes (Sheehan & Ritchie, 2005)

Notwithstanding, to enhance collaboration among stakeholders in tourism, Briliyanti (2021) recommended that leadership roles are needed to build collaboration among stakeholders. They suggested that these leadership roles should be destination management organisations (DMOs), which should be recognized by all stakeholders. The literature predominantly recognizes these DMOs as an effective means of coordinating diverse stakeholder interests into a unified but shared vision for tourism destination development at given destinations (Bramwell & Meyer, 2007; Coles & Church, 2006). In essence, collaboration entails the collective sharing of responsibilities and decision-making with the aim of fostering change, as well as adjustments in interpersonal dynamics to support these objectives. Nevertheless, it is important to acknowledge that various stakeholders wield distinct levels and forms of influence, which shape their collaborative dynamics (Bramwell & Meyer, 2007). Indeed, the motivation to participate in or abstain from collaborative efforts is inevitably swayed by disparities among stakeholders in their expertise, social standing, political clouds, and access to financial and human resources (Coles & Church, 2006; Hall, 2011).

Further conditions for successful collaboration among tourism stakeholders include the motivations, personalities, and perceived roles of individual stakeholders (Bramwell & Meyer, 2007). Much as it also embraces the recognition of interdependence among stakeholders, feelings of trust and joint formulation of aims and objectives are the essential bedrock in a successful collaborative development execution in tourism (Bramwell & Sharman, 1999; Laing, Lee, Moore, Wegner & Weiler, 2009). In Ghana, however, there is a weak level of collaboration as best is what exists among various stakeholders, such as the Ministry of Tourism, Ghana Tourism Authority, Regional Coordinating Councils, and local communities within whose jurisdiction the various tourism resources are situated. This, coupled with misaligned governance arrangements, has continued to thwart tourism development in most parts of the country.

Beaumont and Dredge (2010) present dimensions called tourist effectiveness, which are effective communication and dedicated communities, transparency and responsibility, visionary leadership, embracing diversity, and striving for fairness and inclusivity are essential aspects. Furthermore, fostering knowledge, learning, and sharing experiences while clarifying the roles and responsibilities of participants as well as establishing transparent structures and operational processes within the network play a crucial role. According to their viewpoint, the success of tourism governance in achieving stakeholder objectives hinges on the efficiency of institutional frameworks and processes as well as the availability of relational resources and skills.

Certain scholars have proposed that tourism entities should increase their collaborative efforts with other community organizations to enhance marketing, development, and sustainability endeavours (Cronin, 1990; Johnston & Tyrrell, 2005). Jamal and Getz (1995) stress the need for more research on collaboration within the tourism industry. Sharpley (2000) pointed out the necessity for studies that investigate strategies for implementing sustainable tourism, as theoretical perspectives and models are abundant, but there is a deficit in practical implementation skills.

Power Relations and Destination Governance

Tourism is produced from various supporting activities and attractions, both natural and artificial attractions (Canavan, 2017). This makes tourism a multidimensional and multidisciplinary activity, and many stakeholders are involved in it (Canavan, 2017; Cheong, & Miller, 2000). Ideally, all stakeholders should be involved in governance of a given destination space. They can be individuals, groups/associations, institutions, or bodies (Hwang & Stewart, 2017). Within a given destination, there are innumerable points of power that come in consonance with multiple stakeholder features that usually accompany tourism development (Blau, 1964). In tourism destinations, power is usually applied to bring stakeholders together, build consensus, resolve disputes, or prevent would-be conflicts among stakeholders (Beritelli & Laesser, 2011). In a study conducted by Marzano and Scott (2009), stakeholder power relationships within the context of tourism destination branding in Australia were explored. Their research revealed that stakeholders often assert their interests in the branding process by employing a variety of power dynamics that encompass both persuasive and authoritative elements (Marzano & Scott, 2009).

Everett and Jamal (2004) identified distinct power categories, labelled surfaces, and deep-structure power when investigating power roles and conflicts in Canadian park management. Beritelli and Laesser (2011) examined power perceptions among stakeholders in the Austrian alpine region and found that persuasive, coercive, and resource-based power played a negligible role in stakeholder governance processes. Instead, their study highlighted the significance of knowledge, including expertise in specific areas of business operations and process power, which involves the control and management of mechanisms or systems in inter-organizational collaborations (Beritelli & Laesser, 2011).

Kennedy and Augustyn (2014) explored power relations and engagement in stakeholder collaborations within an English seaside resort setting, emphasizing that power strength varies based on a stakeholder's position within an institutional network. Conversely, Tiew et al. (2015) investigated the sources of power exerted by stakeholders during music festivals. Their findings indicate that resource-based power, including stakeholder attributes, is the primary source of power, with network-based power linked to structural positioning in collaborations serving as a secondary and supportive source (Tiew et al., 2015). This research concluded that a stakeholder's power is defined by the resources they possess, rather than their position within a network, which aligns with previous findings that stakeholder power relationships in collaboration are resource-dependent (Beritelli & Laesser, 2011; Ford et al., 2012).

According to Tiew et al. (2015), this resource-dependent perspective implies that stakeholders must have access to a power ‘source’ to exert their influence. Such sources can encompass various factors, including individual attributes, human and financial capital, expertise, material information, position, infrastructure, organizational size, and socio-economic status (Dawson, 1998; Pfeffer, 1981). Stakeholders may deploy and organize these diverse power sources at different times and levels to achieve their objectives within specific contexts. Furthermore, the form of power exerted can also vary (Beritelli & Laesser, 2011). A more recent study by Saito and Ruhanen (2017) in Australia identified four distinct types of relational powers at the organizational level of stakeholder collaboration in the management of tourism destinations: coercive, legitimate, induced, and competent.

While the significance of power relations in stakeholder collaboration within tourism destinations has been acknowledged in various studies, some scholars argue that research on power relationships in tourism remains inconclusive (Beritelli & Laesser, 2011; Kennedy & Augustyn, 2014; Marzano & Scott, 2009). They advocate for a more comprehensive examination of power relationships, which should encompass diverse encounters, guidance, and valorisation of tourism producers, authorities, or members of the host community (Coles & Church, 2006). Coles and Church (2006) and Hall (2003) further contend that the existing tourism literature tends to overly emphasize collaborative unity, thereby calling for more critical investigations into the mechanisms of power relationships that influence the collaborative process of tourism stakeholders. In line with these concerns, Marzano and Scott (2009) assert the need for further exploration of how stakeholders or alliances of stakeholders utilize their power to achieve shared objectives within a tourism destination. They highlight the necessity of empirical evidence to discern the types of power involved in stakeholder collaborative processes (Marzano & Scott, 2009) and to identify which organizations possess this power.

The Challenges of Tourism Governance

Numerous studies have demonstrated that the effectiveness of governance plays a pivotal role in shaping economic growth and social development (Nordin & Svennsson, 2007). Governance is a critical institutional factor that exerts a significant influence on economic growth (Connelly, 2007). Government inefficiency, corruption, and a lack of responsiveness are fundamental factors that affect economic growth. Given that both tourism and governance are fundamental drivers of economic growth, the United Nations World Tourism Organization (UNWTO, 2013) has emphasized that tourism destinations exhibit multi-actor complexity, resource interdependence among involved parties, and a dynamic interplay between the public and private sectors. Hence, a governance perspective is essential to comprehending the dynamics of specific destinations and underscoring the crucial role of tourism governance in fostering economic growth and development. Nordin and Svennsson (2007) investigated the connection between the governance structure of tourism and the development and growth of destinations, to ascertain the significance of tourism governance in terms of performance. Their findings indicated that trust-based stakeholder relationships, collaborative risk-sharing, informal structures, and strategic consensus positively impact the growth levels of tourist destinations.

It is worth noting that in its contemporary context, tourism governance remains a relatively novel concept in Ghana. Corporate governance is commonly recognized as the “prevailing concept.” Corporate governance is significant in financial markets, as it fosters high and sustainable growth rates, bolsters confidence in the national economy, deepens the capital market, and enhances its ability to mobilize savings and increase investment rates. Additionally, it safeguards the rights of minority shareholders and investors. Corporate governance also promotes the growth of the private sector by enhancing its competitive capabilities, facilitating project financing, generating profits, and creating employment opportunities (WTTC, 2015). While corporate governance and tourism governance differ substantially, they share the common goals of ensuring transparency and protecting the rights of stakeholders.

The literature also suggests applying an inductive approach to explore the impact of tourism governance as a management technique. This was accomplished through the analysis of 15 research papers in relevant fields. The findings reveal a consensus among researchers that effective governance is crucial for both public and private sectors within a destination. Best practices in governance principles and collaborative theories should be applied to ensure their development. Coordination, collaboration, and cooperation among various stakeholders within the tourism destination can facilitate consensus and knowledge-sharing during the planning and management process, ultimately safeguarding the public interest. However, conflicts and challenges may arise during collaborative tourism destination management, stemming from power struggles, conflicting interests, and contextual factors such as history, market dynamics, culture, legislation, and politics (Okazaki, 2008; Trousdale, 1999; Wesley & Pforr, 2010).

Other studies have examined the effectiveness of various governance models in the planning and management of tourism destinations (Beritelli, 2011; Lade, 2010), emphasizing their vital role. Researchers have argued that inter-organizational governance is indispensable for tourism policy formulation, destination planning and management, and destination marketing, with primary attention directed towards the governance environment (Okazaki, 2008; Wesley and Pforr, 2010). Governance mechanisms encompass the safeguards that organizations implement to regulate inter-organizational exchanges, minimize susceptibility to opportunistic behaviour, protect investments specific to transactions, and nurture ongoing relationships (Burkert, Ivens, & Shan, 2012; Jap & Ganesan, 2000). Effective inter-organizational governance within the tourism sector can enhance industry development and foster sustainable outcomes

(Wesley & Pforr, 2010). It has been argued that governments possess the potential to cultivate partnerships, cooperation, and collaborative arrangements, which in turn can promote equitable and efficient economic performance among various stakeholders (Wesley & Pforr, 2010).

For the effective management of tourism destinations, each stakeholder should have a well-defined role and access transparent information. Furthermore, the establishment of direct relationships between different government agencies, especially among local stakeholders, and improved communication among stakeholders should be initiated through the standardization of fundamental terminology and applications. Several studies on destination governance (e.g., Beritelli et al., 2007; Okazaki, 2008) underscore the need to coordinate local stakeholders to design and develop destinations, primarily leveraging unique local resources (tangible, intangible, human, etc.) and fostering diverse forms of commitment, synergies, and collaborations between public and private actors. Local government entities often serve as facilitators of networking among stakeholders, playing a vital role in guiding tourism development because of their control over local public goods and involvement in regulating tourism activities through rules and regulations (Hall, 2011; Page, 2007). Thus, the adoption of suitable forms and models for local governments that stimulate and support more efficient governance of such destinations represents both a demanding challenge and intriguing opportunity.

Tourism Governance Structures, Laws and Regulations in Ghana

The Sector Ministry Para-statal Institutions and the Laws

Tourism is multidimensional and multi-sectoral in the sense that it is dependent on several sectors and requires coordination between many organisations to function effectively. This section reviews tourism governance structures at all levels of the inter-ministerial committee, and the laws and regulations of the agencies under the sector ministry. The Ministry of Tourism was created in 1993 and has undergone several transformations over the years.

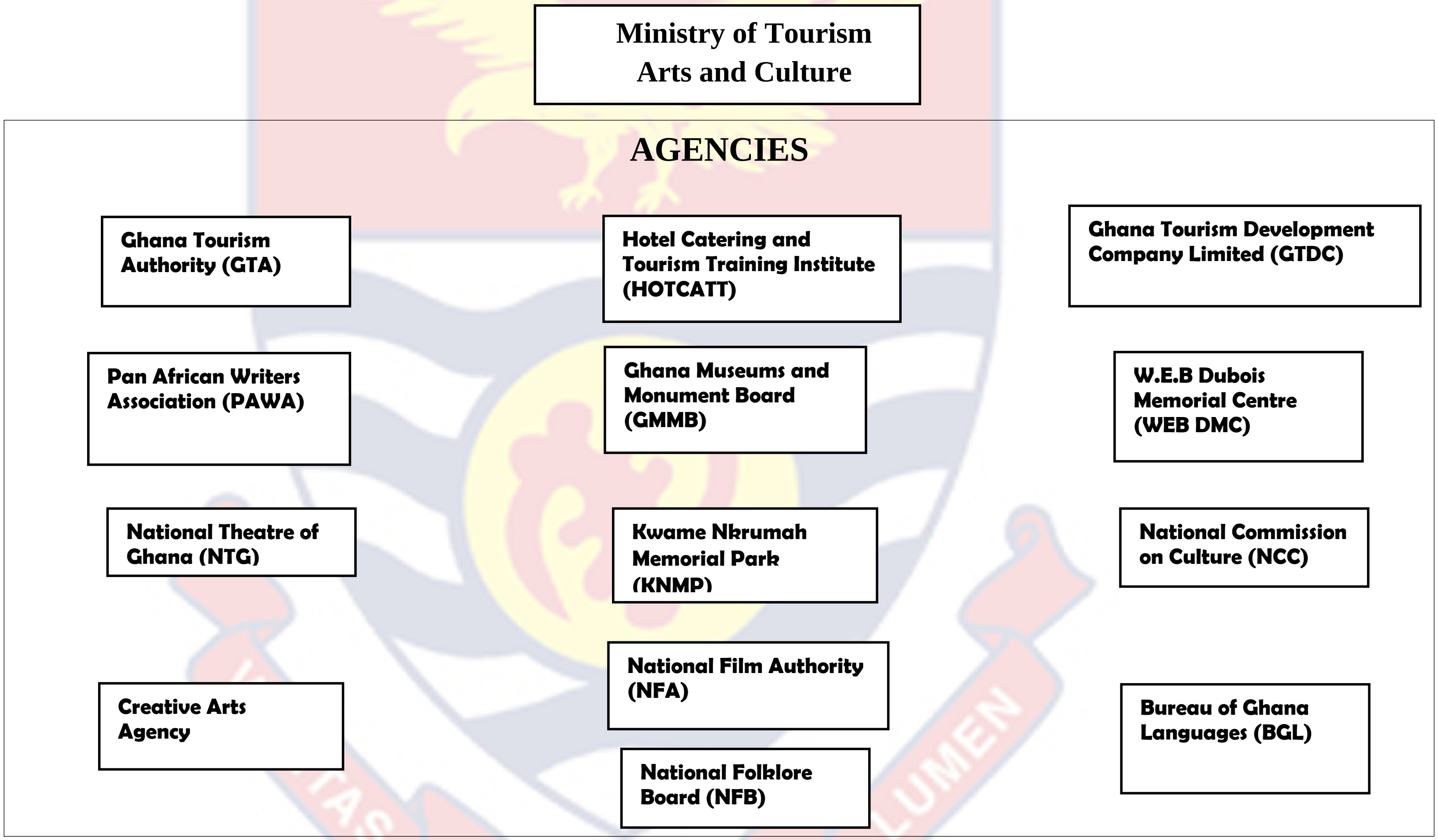

Figure 5: Agencies of the Ministry of Tourism Art and Culture (MoTAC), Ghana

Source: Adopted MoTAC, (2023)

It is now called the Ministry of Tourism Arts and Culture, and its principal functions are as follows.

- Policy Formulation
- Planning and Development
- Promulgation of Legislation and Regulations.
- Encouraging Investment
- Developing Human Resources in The Sector
- Intergovernmental and industrial Relations
- International Cooperation and Relations

Several public sector institutions represent tourism in different capacities. These Agencies in the tourism sector were established by Acts, Ordinances, and Laws at different times by the Parliament. These institutional structures play various roles in the country's tourism governance according to their respective ACTs and legislative instruments as shown in the Table 2.

Table 2: MoTAC Agencies, Act of Establishment and Relevant Regulations

NAME OF AGENCY	MANDATE OF THE AGENCY	ACTS OF ESTABLISHMENT	RELATED REGULATIONS (L.I)
1. GHANA TOURISM AUTHORITY	Implementation and advisory arm of the Ministry and replaces Ghana Tourist Board.	Tourism Act, 2011 (Act 817)	1.Tourism (Registration and Licensing of Accommodation) Regulations, 2016 LI 2239 2.Tourism (Registration and Licensing of Food, Beverage and Entertainment Enterprise) Regulations, 2016 LI 2238 3.Tourism (Travel Trade Enterprise Registration and Licensing) Regulations, 2019 LI (Before Parliament) 4. Tourism (Tourist sites) Regulations, 2019 LI (At Attorney General) 5. Tourism (Registration and Licensing of Accommodation Enterprise) Regulations, 2016 LI 2239
2. HOTEL CATERING AND TOURISM TRAINING INSTITUE (HOTCATT)	Established to develop and enhance qualified manpower in the tourism industry	Ghana Hotel Catering and Tourism Training Institute Act, 1967 (Act 256	
3. GHANA MUSEUMS AND	An ACT for the establishment of Museum and Monuments	Act 387 of 1969	The National Museum Ordinance of 1950, EI. 29 of 1973, and E. I 42 of 1972.National

MONUMENTS BOARD (GMMB)	Board and for the control of antiquities and for other related matters.		Museum Regulation 1973
4. NATIONAL THEATRE OF GHANA (NTG)	Established for the promotion and development of performing arts in Ghana	National Theatre Law 1991, PNDC Law 259	
5. GHANA TOURISM DEVELOPMENT COMPANY (GTDC)	Main objective to promote and mobilise resources for investment in tourist undertakings and services	Ghana Tourism Development Company Act, 1993 (Act 480)	
6. KWAME NKRUMAH MEMORIAL PARK (KNMP)	" Park dedicated to the memory of the great Pan - Africanist Osagyefo Dr. Kwame Nkrumah	Kwame Nkrumah Mausoleum (Establishment) Law, 1969 (N.L.C.D. 331)"	
7. NATIONAL COMMISSION ON CULTURE (NCC)	Establish to formulate and implement policies and plans that will conserve and promote the nations historical and cultural heritage.	Provisional National Defence Council (PNDC) law238	
8. NATIONAL FOLKLORE BOARD (NFB)	Responsible for promotion and protection of the Ghana's folklore.	Copyright Act, 2005 ACT690 section 59	
9. NATIONAL FILM AUTHORITY (NFA)	Establish to regulate and streamline the ecosystem of	Film, Act, 2016 (Act935	

	film in Ghana	
10. BUREAU OF GHANAIAN LANGUAGE (BGL)	Exist to promote the preservation of Ghanaian Languages	Vernacular Literature Board Ordinance No. 27 of 1951(CAP 119
11. W.E.B DU BOIS CENTRE	Established as a research institution for the Pan African history to promote social cultural and intellectual legacy of Dr. Du Bois.	National Museum Decree 1969 NLCD 387
12. CREATIVE ARTS AGENCY (CAA)	Establish to provide institutional framework for the development and management of the creative arts industry and for related matters	Act 1048

Source: Author's construct

Inter-Ministerial Committee

Managing a sector that cuts across several other sectors and relies on them to operate effectively, the MoTCA must communicate, cooperate, and collaborate with other ministries and their implementation agencies. Most ministries and many agencies have varying degrees of influence on tourism development and operation, they include:

- Ministry of Finance and Economic Planning.

  To effectively manage and develop the sector, the MOT and its agencies require capital from a consolidated fund, which is controlled by the Ministry of Finance and Economic Planning.

- Ministry of Transport/Ministry of Roads and Highways/Ghana Civil Aviation Authority/Ghana Airports Company Ltd. Tourism needs good air and road access to bring international tourists to the country and ensure that both domestic and international tourists are able to access tourism areas and sites within the country.
- Ministry of Interior/Immigration Service/Ministry of Foreign Affairs**.** These institutions facilitate the entry and departure of tourists into and from Ghana and ensure the safety of tourists in the country.
- Ministry of Local Government and Rural Development
- Ministry of Environment, Science and Technology/Environmental Protection Agency

  These institutions ensure that tourism firms operate within permitted environmental parameter.

- Ministry of Land and Natural Resources /Forestry Commission, Wildlife Division**.** Nature attractions, wildlife and protected areas are important tourism assets under the responsibility of these institutions.
- Ministry of Culture and Chieftaincy/Ghana Museums and Monuments Board Cultural attractions, historical buildings, museums, festivals and events are all important tourism assets, many of which are under the responsibility of these institutions.
- Ministry of Trade and Industry**.** Tourism businesses are subject to standards and regulations under the responsibility of this institution, such as trading standards, import and export rules, consumer protection, business registration, and licencing.

The Inter-Ministerial Committee on Tourism was established under the auspices of the ministry to discuss cross-cutting issues under the control of other ministries that affect tourism development and operations.

Tourism and Non-Governmental Organisation

Several non-governmental organisations (NGO) have been active in the tourism sector over the years and have worked with government institutions to develop and, in some cases, manage tourism activities in Ghana. The Ghana Wildlife Society is a national environmental NGO that focuses on Education and Public Awareness, Development and Conservation projects throughout Ghana. NGO such as the Nature Conservation Resource (NCRC) and Ghana have been involved in projects aimed at increasing the participation of local communities in the tourism sector.

The Tourism Governance Structure at the District Level

The Local Governance Act 2016 (Act 936) among others, provides technical assistance and direction to District Assemblies to enable them to effectively perform their functions and enable the Assembly to effectively discharge their duties.

The District Assembly is responsible for formulating and executing plans, programs, and strategies, as well as levying and collecting taxes, rates, duties, and fees. Each assembly was chaired by an elected resident. Each District Assembly also has an Executive Committee responsible for ensuring that the executive and administrative functions of the assembly are fulfilled successfully. The committee is presided over by a District Chief Executive, who is responsible for the effective functioning of the assembly. He or she also oversees the implementation of government policies at the local level and is the main representative of Central Government within the district. The Tourism Act made provision for involvement of the District Assemblies in tourism development promotion and marketing (Tourism Act 817, Section 42). However, the implementation of this section of the Act is yet to be realised in these districts.

The Tourism Governance Structure at The Local Level

Traditional rulers are important to tourism development as often they own or control land that may be appropriate for tourism development, have strong ideas and opinions about what should be developed in their jurisdictions and strongly influence the local communities. They are also custodians of the rich cultural heritage and are directly responsible for protecting posterity.

To facilitate the development of tourism at the local level, some communities constitute a Tourism Management Committee with representatives from (landowners, Youth Groups, Assembly members, and traditional leaders). The primary objective of the committee is to ensure that tourism is always developed through the participation of the local people. The Regulation on Tourist Sites (L.I.2393) stipulates that traditional leaders should be members of the governance council for management of tourist sites in each local area.

Balancing from national through regional to district-level interests has become a complex problem and is constantly surrounded by different dynamics. The national government created rules under which regional governments operated in the district. Therefore, the power of regional interest in the national government has a key bearing on how inter-governmental relationships at other levels are enforced and changed. Democracies have long struggled with the question of how districts represent regional interests at a national level. On one hand, giving too much power from a district to regional interests makes it difficult to defend regional interests and ultimately defend regional interests against national interests when there are conflicts. Moreover, too strong a central government will stifle the political openness that decentralization intends to achieve. Tourism is recognized as a significant sector of the economy because of its increasing contribution to economic growth. However, tourism governance structures are not different from any other sector but are similar at the national regional and district levels.

Chapter Summary

This literature review examined empirical research that has been carried out on tourism governance. The review included topical themes such as destination governance, stakeholder collaboration, power relations and tourism governance structures laws and regulations in Ghana.

CHAPTER FOUR

METHODOLOGY

Introduction

This chapter discusses the overall approach to the study process, starting with the profile of the study area, followed by the philosophical assumptions underpinning the study and research design. The chapter also examines the data sources, target population, sampling techniques and procedures, data collection, research instruments, and data analysis. The concluding section discusses the research positionality, criteria of trustworthiness, and ethical considerations.

Profile of Study Area

Location and Physical Features

In 2012, the Legislative Instrument (LI) 2079 led to the establishment of the Afadzato South District, one of the 46 administrative districts in Ghana. The district headquarters, Ve-Golokuati, is situated approximately 58 km from Ho, the capital of the Volta Region, and approximately 200 km from Accra. Geographically, Afadzato South District lies within the longitude of 00°20' E to 00°35' E and latitude of 70°5' N to 60°40' N. It shares its boundaries with the Republic of Togo to the East and the Ho West District to the southeast. To the southwest, it adjoins the South Dayi District, whereas the northern section the boundary is the Hohoe Municipal. In the northwest, it borders the Kpando Municipal and North Dayi District. The district covers a total land area of 553.0 square kilometres, which constitutes approximately 3.06% of the total land size of the Volta Region, measuring 20,570 square kilometres. This strategic location of Afadzato South District makes it easily accessible, offering excellent opportunities for local and foreign businesses, as well as the promising tourism sector.

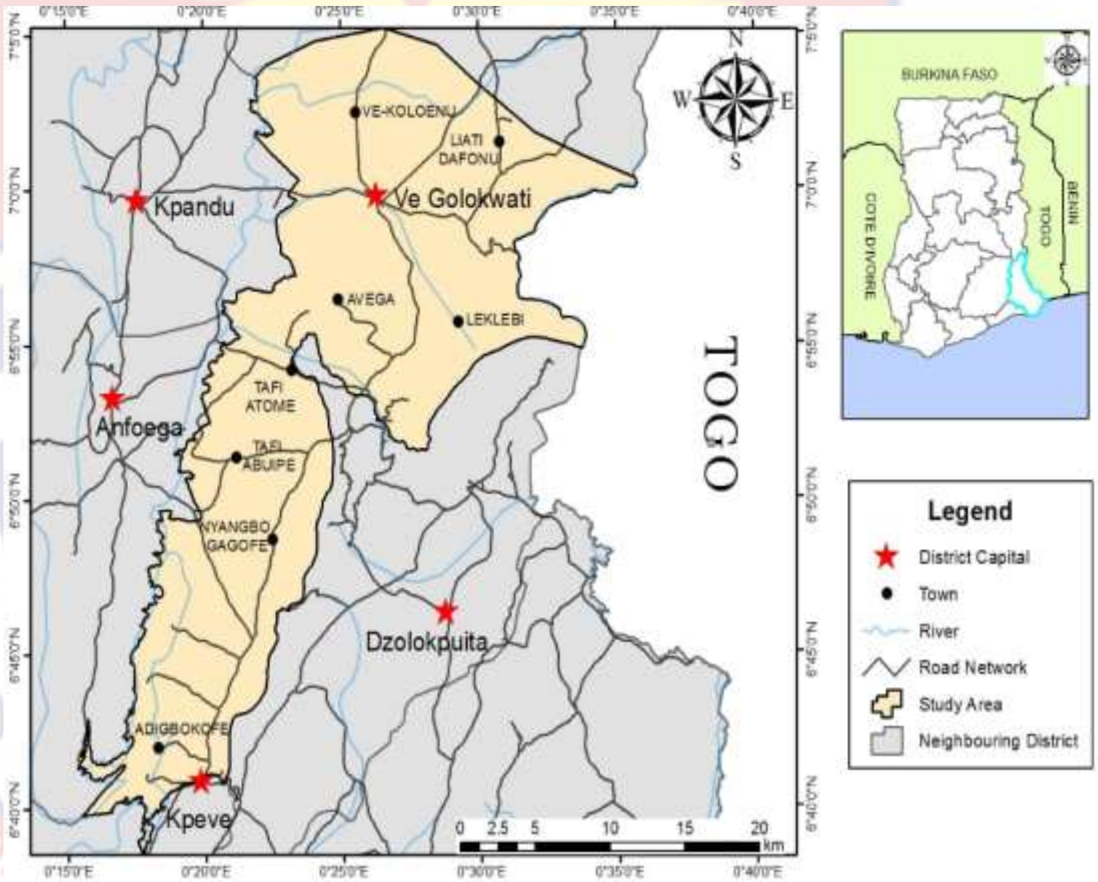

Figure 6: Map of the Study Area

Source: GIS, University of Cape Coast (2021)

Socio-Demographic Characteristic

The ecological characteristics of the district place it within the Forest Savanna Transitional Ecological Zone of Ghana. The landscape is predominantly characterized by lush semi-deciduous forests and Guinea Savannah Woodlands. To the northeast, the district is bordered by the Akwapim Togo Range, which extends from Ghana to Western Nigeria. This mountain range features the highest altitudes in the country and is home to the iconic Mt. Afadza the tallest point in Ghana, soaring to 880.3 meters above sea level, as noted by Afenyo (2018). This region is also known for the famous Tagbo Waterfall. Afadzato South District boasts of a well-drained terrain with numerous rivers and streams. Prominent water bodies in the district include the Dayi, Koloe, and Aflabo Rivers.

Additionally, the district benefits from the presence of the Volta Lake in its southwestern region. This lake presents opportunities for aquaculture and artisanal fishing within Afadzato South District, further enhancing its economic potential and development prospects. According to the data from the 2021 Population and Housing Census (2021 PHC), the district's total population stands at 73,146, with a gender distribution of 49.3% males and 50.7% females. This district's population accounts for 4% of the regional population. There were 21,539 households in the district, of which 16.4% were classified as urban and the remaining 83.6% were rural. The population density within the district boundaries was 136 individuals per square kilometre. In terms of religious affiliation, the district is home to various groups, including Christians, Muslims, Traditionalists and others. Notably, a small percentage, approximately 1.8%) of the population did not belong to any religious group. It is worth highlighting that peaceful coexistence and harmonious relationships among these diverse religious communities have contributed significantly to the overall peace and security enjoyed in the district.

Governance and Social Structure

The district has been delineated from the Hohoe Municipality and is governed by two principal legislative acts: the Local Government Act, Act 936 of 2016, and PNDCL 327. The District Assembly comprises 32 Assembly Members consisting of 22 who are elected and 10 government appointees. These Assembly Members have the authority to deliberate, legislate, and execute decisions regarding the district's development. To facilitate effective local governance at the grassroots level, the district was subdivided into six sub-districts or lower administrative units.

Within the district, traditional authority is vested in the chieftaincy institution, which commands a high degree of reverence. The Chiefs in the District exert a considerable sphere of influence, serving as a potential driving force for mobilizing the populace towards development. They act as unifying figures, around which communities unite for self-help initiatives, communal activities, and overall progress. The prominent traditional areas in the district included Ve, Have, Liati, and Tafi. The primary language spoken in the district is Ewe, whereas the other ethnic groups coexisting in the district include Ewes, Logba, Tafi, and Nyagbo. These ethnic groups communicate in major dialects, namely, Ewe, Akpana, Tegbor/Bagbor, and Tutrugbu.

Economic Activities

The local economy of the district primarily relies basically on economic endeavours, with approximately 50% of the population engaged in agriculture. Additionally, economic diversification is evident through activities such as forestry (specifically lumbering), as well as small-scale manufacturing and industrial ventures. Presently, peasant farmers predominantly cultivate rice for subsistence. The soil of the region is conducive for the cultivation of various crops, including palm oil, citrus, and mangoes, which have the potential for local processing. Furthermore, there is an opportunity for large-scale cultivation of staple crops, such as cassava and maize, catering to both domestic consumption and export markets. In addition, the community is actively involved in food processing and provides services in the hospitality and tourism sectors.

Tourism Resources and Development

In terms of tourism resources in the Volta Region, the district is unique and can boast one of the snake farms, the highest mountains in Ghana, a limestone cave in which Stalactites and Stalagmites have joined to form a limestone pillar at Logba Tota. A special geographical feature of this type is in Ghana. It has the most popular Monkey Sanctuary in Ghana at Tafi Atome, the only place where one can find True Mona Monkeys. Other important sites are Tagbo Falls in Liati

Wote, Tizzo Waterfall in Liati-Soba, Akpom Waterfall in Logba-Tota, and Aflabo Waterfall in Leklebi Agbesia. This is the destination of a variety of attractions and there is an attempt by the district assembly to market and promote the district with a catchphrase “Explore Afadza” campaign annually. Ecotourism products have a lot of potential for development; however, accessibility to most sites is difficult, and sites are underdeveloped.

The selection of Afadzato District as the focal point of this study was underpinned by several key criteria. First, it contributes to the advancement of knowledge in the domain of tourism governance by bridging theoretical insights with practical applications. As one of the recently established districts, Afadzato South District boasts an array of wealth of tourism resources across various stages of development, complemented by its rich cultural heritage and active stakeholder engagement. Such a setting provides an ideal opportunity to delve into the complexities surrounding conceptualizing issues, identifying opportunities, and understanding contextual dynamics, particularly in navigating the intricate interplay between the state, market, and civil society (Kooiman, 2008).

Second, this study seeks to shed light on the existing stature of tourism governance structures at the district level, thereby addressing a pertinent knowledge gap. This endeavour is particularly crucial in guiding the establishment and operationalization of district tourism offices, as mandated by Section 16 of Ghana sTourism Authority Tourism ACT 817, a process that has encountered implementation challenges. Thirdly, with the district's tourist sites currently undergoing the implementation of new Tourism Regulations (L.I 2393), the study endeavours to offer a foundational understanding of the implications and effects of these regulations. This exploration not only enriches theoretical frameworks, but also facilitates the practical application of regulations within the tourism sector, thereby bridging the gap between theory and practice in regulatory implementation.

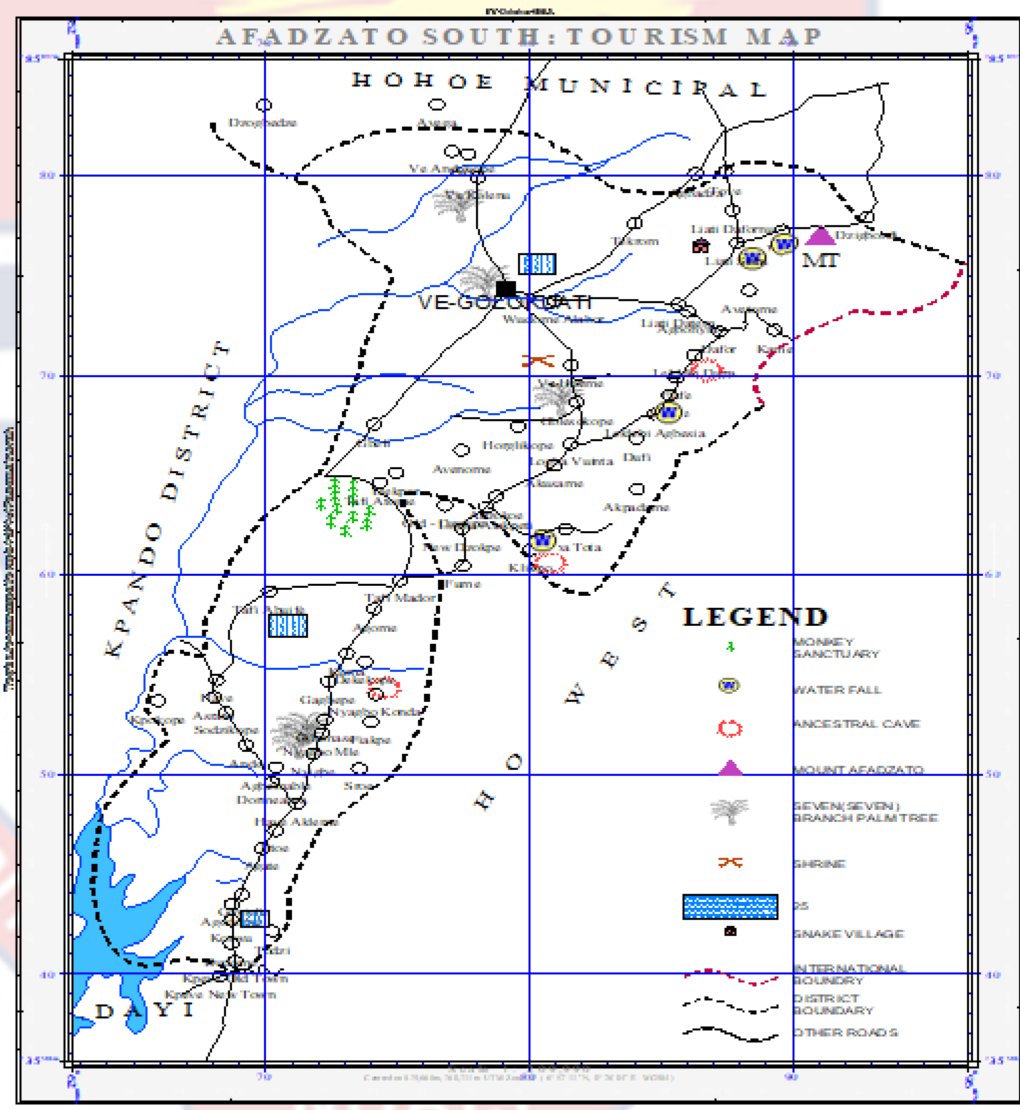

Figure 7: Tourist Map of Afadzato South District

Source: GTA (2020)

The Afadzato South District boasts many tourist attractions (Figure 7). Mountain Afadza (the highest mountain in Ghana) and Tagbo Falls at the Liate Wote. Mona Monkey Sanctuary and Cultural Village in Tafi. Atome, Tizor Soba Falls, and Snake Farms at Liate Soba. Other Water Falls at Leklebi and Akpom. There are caves in Logba Tota and Goviefe. Visitors to the district have many activities to occupy with the year round, either to conquer the highest mountain and enjoy the rich culture and hospitality of the people. Activities for tourists in the district include hiking tours to Twin Mountain, Palm Wine, local distilling, and farm tours. Tourist visits to the district continue to increase.

In addition, as part of the old Hohoe Municipal Assembly in 2006, the district made conscious efforts to develop tourism (Afenyo, 2018) and residents continued to be passionate and involved in ecotourism activities (tour guiding, homestay, and honey making) and tourism advocacy. Therefore, this study adds to residents' enthusiasm for tourism development and presents an opportunity to make the study of governance actors a worthy cause

Visitor Arrivals at Tourist Sites in the Afadzato South District

An important interest is visitors' arrival at sites in the district because it is an indication of tourist traffic to the area for tourism and related business to the people and a clue for potential investors in the district (Table 3).

Table 3: Average Monthly arrival at the two most popular attractions in the Afadzato South District (Tafi Monkey Sanctuary and Mt Afadza and Tagbo Falls) (2018-2022)

Year	Resident Visitors (Monthly Average)	Tourists (Non-residents) (Monthly Average)	Total arrivals (Monthly Average)
2018	98	221	319
2019	672	188	860
2020	156	12	168
2021	302	94	396
2022	853	133	986

Source: Ghana Tourism Authority (2022)

Table 3 depicts the total monthly arrival within five years of Ghana resident visitors and non-resident visitors to the most visited sites in the district Tafi Monkey Sanctuary, Mount Afadza, and Tagbo Falls. The Mount Afadza and Tagbo Falls are located in Liate Wote. The effect of the Covid-19 pandemic on destinations was evident in 2020, with a monthly average of 168 visitors. The arrival in 2022 of 986 visitors was 146% more than pre-pandemic level, a good sign of recovery and still making the district the second most visited by tourists in the region.

Research Philosophy

This thesis focuses on comprehending how actors perceive tourism governance and recognize the coexistence of multiple interpretations and perspectives. Therefore, this study adopts an interpretive philosophy to explore approaches to tourism governance in the study area. From an epistemological standpoint, interpretivism asserts the subjectivity of knowledge, emphasizing the absence of a singular version of reality or truth but rather the existence of various and diverse perspectives regarding what is considered real (Ryan, 2018). Moreover, interpretivism contends that the world, truth, and knowledge are relative, subjective, and value bound (Howell, 2013; Ryan, 2018). As Zahra (2006) pointed out, the interpretative paradigm of social sciences aims to investigate the subjective realm of human experience while preserving the integrity of the phenomena under scrutiny. To accomplish this, researchers must immerse themselves in and comprehend them from within.

This study aligns with the interpretative paradigm because it strives to enhance our understanding of how key stakeholders interpret tourism governance by acknowledging multiple interpretations and perspectives. The research context and interpretative paradigm lend support to qualitative methods because of the exploratory and informative nature of the study. The philosophical underpinnings of the social interpretative paradigm offer a valuable framework for guiding the achievement of study objectives. Furthermore, the selection of the social interpretative paradigm for this study is in line with previous research on experiences related to tourism governance (Paddison, 2014; Pastras, 2011; Shone, 2013).

Study Design

In line with the research's qualitative and interpretive paradigm approach, this study adopted a case study design. This methodology involves thorough and extensive exploration of a specific phenomenon within a defined context (Schoch, 2020). In this study, Afadzato South District is considered the focal point, encompassing various units of analysis, including state and non-state actors actively involved in the district's governance (Schoch, 2020). The choice of case study research design is grounded in the unique nature of the study. Although research on tourism governance has been conducted in other countries and regions, it remains relatively under-explored in this context. As Yin (2018) suggests, case studies are particularly well-suited for situations in which the boundaries between the phenomenon and its context are not clearly defined. Schoch (2020) recommended the use of evidence from diverse data sources to address this challenge.

Specifically, an embedded single-case study design was employed in this study. A case study is a research approach employed to examine phenomena within authentic, real-life settings with the objective of gaining insights into existing tourism governance structures and collaborations among stakeholders in the Afadzato South District (Hartley, 1994; Yin, 1984). This design facilitated a comprehensive understanding of tourism governance within a specific system through in-depth investigation and use of multiple data sources (Yin, 1984). The depth of inquiry inherent in the case study design allowed the research to access a level of comprehension concerning decision-making processes and stakeholder interactions that would have been unattainable through alternative methods such as surveys (Hartley, 1994). It is this level of detail and depth of information necessary for the study that renders the case study design the ideal choice for investigating and delving into issues such as tourism governance, which are relatively underexplored in a specific context like Ghana.

Target Population

The target population for the study was relevant tourism stakeholders (key informants) from both the public and private sectors. At the national level, a representative from the Ministry of Tourism Arts and Culture (MoTAC), the Regional Coordinating Council (RCC), and the Regional Office of the Ghana Tourism Authority in the Volta Region. At the district level, the focus was on the District Chief Executive and representatives of all departments and agencies working within the borders of tourism. The private sector target groups were representatives of traditional authorities, leaders of communities, leaders of tourism enterprise businesses, civil society, and heads of tourism management sites in Afadzato South District. Key informants were selected on the basis of their knowledge, roles, and experiences in the district. The participants included a wide range of individuals to limit bias and to provide a broad perspective. Finally, the focus on private and public sector participants brings to the study the perspectives of different stakeholders on the governance issues (Stakeholder Theory 1984) study's conceptual framework examined.

Data and Sources

The study drew upon a combination of primary and documentary sources to collect the data. The primary data were gathered through In-Depth Interviews (IDIs). Furthermore, the research leveraged documentary sources to enhance its findings, offering essential historical and contextual insights into the subject matter, thereby enriching the comprehension and depth of the phenomena under investigation (Veal, 2011). Documentary sources played a pivotal role in framing and contextualizing the key issues and themes that emerged from the interviews, thus facilitating data triangulation. As Jennings (2010) points out, these documentary sources facilitate retrospective analysis, enabling the examination of past events and trends. Their value lies in the fact that they were generated in authentic settings in their field of study (Jennings, 2010).

Table 4: Documentary Sources

	Document sources	Document Description	Relevance to the study
i	Local Government	The Local Government Act	Learn and Understand the District Assembly Concept
ii	Ghana Tourism Authority	The Tourism Act, And Legislative Instruments, Data on visitors' arrival at tourist sites	Knowledge of the Tourism Act, Regulation
iii	Afadzato South District Assembly	Organogram, objectives achievements and programmes.	Understand better the role of the District Assembly
iv	Ministry of Tourism Arts and Culture	Reviews, Reports and Programmes	Complement the interviews of participants
v	Tourism Office Tafi Atome Liate Wote.	Visitors Comments Book Report on the operations, Information on attractions and facilities in the district	Help explain the expectations and satisfaction level of tourists to these sites.
vi	Private Sector	Memoirs from some tour guides, Books. Reports of Tourism Management Board.	Function and roles of some individual players toward governance in their community

Source: Fieldwork (2021)

Sampling and Sizes

This study employed a purposive sampling strategy to curate a sample that yielded comprehensive and precise data, thereby ensuring the selection of participants in alignment with the research inquiry. Purposive or judgmental sampling, a non-probabilistic technique, was utilized, wherein the primary criterion for selecting subjects was their suitability to provide the most valuable information for achieving the objectives of the study (Etikan, Musa & Alkassim, 2016; Moore, 2017). In the context of qualitative research, an appropriate sample size sufficiently addresses this research question. The selection of participants targeted diverse stakeholder groups, organizations, and agencies, with an emphasis on their representation, knowledge, and experience. These groups were chosen based on their roles, responsibilities, influence, and impact on tourism governance and development in a specific case study location. Consequently, they were considered the individuals closest to the governance processes within the district. After the data collection phase, a total of 21 individuals were interviewed, drawn from both the public and private sectors (see Appendices A and B for the complete list).

Methods of Data Collection

In line with the central focus of our study, which aimed to gain comprehensive insights into the subject of tourism governance within the district, we employed in-depth interviews (IDI) schedules as one of our data collection methods, using a semi-structured interview guide. Prior research in the field of tourism governance, such as that of Paddison (2014) and Pastras (2016), has validated the suitability of this method for capturing pertinent data in similar studies. IDIs serve as powerful tools for acquiring rich and nuanced data, enabling in-depth exploration of individuals' personal and private perspectives (Arksey & Knight, 1999; Jennings, 2010). They facilitate conversational interactions, which are invaluable in investigating an individual’s experiences, attitudes, and values (Jennings, 2010; Silverman, 2009). Furthermore, the semi-structured interview guide proved effective in collecting representative data (Hartmann, 1988), as it does not overly restrict participants, allowing for a thorough discussion of key themes and the exploration of emerging ones (Jennings, 2010). Nevertheless, it is essential to acknowledge that this method has drawbacks such as being time-consuming and susceptible to interviewer bias (Sarantakos, 2005). To mitigate these limitations, the flexibility of the interview format was leveraged, enabling us to tailor the sequence of questions, adjust the phrasing of questions as needed, pose follow-up queries for clarification, and employ indirect questions to uncover latent opinions or recall.

Given the divergent perspectives and beliefs held by state and non-state actors, two separate IDIs were conducted to delve into stakeholder theory and the structure agency debate theory. The interviews were specifically targeted by public and private sector stakeholders. We provided a clear rationale for our study to each interviewee and scheduled interviews accordingly. The IDI guides were available in both the English and Ewe languages, depending on the interviewee's preference. To complement the interview data, the researcher maintained a field notebook to take notes. The interviews were conducted in an informal and conversational manner to foster a comfortable environment for the participants. The interviews had an average duration of 55 min, with the longest lasting 90 min and the shortest lasting 30 min. All interviews were conducted face-to-face and recorded with the participants' consent. The initial section of the interviews delved into the comprehensive profile of the participants, covering sociodemographic details and their experiences with governance activities within the district. The second section, denoted as Section B, explores the five objectives through various thematic lenses.

Research Instrument

Qualitative research tools were employed to gather data for this research project, aligned with the social interpretive and qualitative research approaches. The data collection methods used in this study were based on semi-structured In-Depth Interview (IDI) guides. In the field, two similar IDI guides were utilized, targeting participants from both public and private sectors. These IDI guides were available in English and administered in either English or Ewe depending on the interviewee’s language preference.

The initial section of the interviews aimed to capture a comprehensive profile of the participants, encompassing socio-demographic information and their experiences in governance activities within the district. In Section B, the study delves into four objectives through various thematic areas (Table 5).

Table 5: Objectives and Deductive Themes

Objectives	Deductive Themes
Identify structures of tourism governance at the Afadzato South District	Structures of tourism destination governance at the Afadzato South District and their relevance
Explore the level of collaboration among stakeholders in tourism in the district	Collaboration between the public and the private tourism governance stakeholders
Analyse the nature of power relations among tourism stakeholders in the district	The impact of different types of power relations on destination governance
Analyse the challenges of tourism governance in the district	Tourism governance structural challenges and the prospect of strengthening through stakeholder power relation collaboration and perspective of justice

Source: Author's construct

Pre-Test Study

To assess the appropriateness of the research questions formulated to investigate the research topic, a preliminary study was conducted. The research tools underwent a pre-test in the Ho West District, with the district's administrative centre located in Dzolokpuita. The district's geographic boundaries encompass southern Adaklu District and northern Afadzato South District. This district boasts a multitude of tourist attractions, including the Aya-fie Waterfall, Amedzofe Waterfalls, Mount Gemi, Handicrafts, Ancient Colonial Buildings, Ancestral Caves, and Kalakpa Resource Reserve at Abutia. Given the district's similarities to the primary study area, it was selected for the pilot case study. Semi-structured interviews were conducted with representatives from both the public and private sectors, in both English and Ewe languages. The pilot was very helpful for the research because it identified errors in the layout of the interview schedule. The researcher also used pre-testing to improve interviewing skills in this area. Debriefing sessions and feedback from the interviewers helped in the (re) design process.

After the pre-testing, necessary modifications were made to the instrument:

1. Trust resonates more with the community and is closely linked with public policy and institutions. Replaced Justice with Trust in the Objective 4.

2. Cancelled the participants from the Local Government and interview a respondent from the Regional Coordinating Council responsible for the District Assemblies, a Regional Planning Officer's because it was believed that his perspective will be relevant, and closer and validate issues to be discussed at the District Assembly and tourism development.

3. The time for the administration of the IDI guide was estimated to be at least 45 minutes and not more than 70 minutes.

4. Some words and phrases in ewe initial meaning to the researcher were discussed and corrected.

Actual Fieldwork

An introductory letter from the Department of Hospitality and Tourism Management at the University of Cape Coast was presented to each study participant. The interviews were conducted by a researcher with an assistant. To ensure confidentiality and anonymity of the study participants, their real names were replaced with codes. The main data collection for this study was conducted between April 20 to May 2, 2021. However, two key informants, who were not available in the area interviews, were conducted on the phone. The interviews were conducted with key informants identified from both public and private sector participants. Key informants were selected based on their knowledge and experience. The researcher compiled an initial potential list of study participants from leading opinion leaders with their contact numbers, called all of them, to introduce themselves and the rationale for the interview and asked for time and place of convenience within the 10-day period he was in the community. A schedule of time and venue was compiled to guide the interview subject to minor changes from the participants. At the chief and linguist positions, drinks were presented as customary demands to facilitate the process, and the interview process followed the necessary protocol. All of them could read and read through the interview guide before consenting to partake in the study. Their verbal consents were equally obtained.

According to customs and tradition, bottles of Schnapps were offered to chief before an audience was given for the interview in some places. The semi-structured IDI guide included specific probing questions for each primary theme to extract additional information from the interviewees skilfully, preventing any undue deviation from the primary topic. At the conclusion of the interviews, the researcher extended appreciation to the study participants for their valuable time and assured them that their responses would be handled with the highest level of confidentiality that they deserved. In total, 21 participants participated in the interviews, with (7) from the public sector and fourteen (14) from the private sector. All interviews with public sector participants were conducted in English, whereas interviews with five private sector participants were conducted in Ewe. The recorded interviews were translated into English, and 360 Microsoft software was used to transcribe the data. There was no objection from the participants to the audio recording of the interview; however, the researcher always had a field notebook to capture major highlights and trends.

Data Processing and Analysis

As highlighted in Bryman's (2008) work, the examination of data is a pivotal element within a research endeavour, posing perhaps the most difficult challenge. Particularly in the realm of qualitative data analysis, the absence of well-defined protocols for conducting such analyses further underscores their complexity. Data processing and analysis were part of the collection process. The researcher’s reflection on each interview was written in a field notebook to keep track of the highlights and patterns in each interview. The audio recordings from the interviews were manually transcribed in Microsoft Word 365 and a soft copy was kept in a folder. The transcripts were read to familiarize themselves with the issues in each interview. Using an Excel spreadsheet, all 21 participants' responses were arranged on deductive themes.

The data analysis process used in this study was based on the research design and the methods employed during data collection. A thematic approach was used to analyse the data, as recommended by Boyatzis (1998). This method involves identification, analysis, and reporting of patterns within the collected data. Braun and Clarke (2006) pointed out a lack of clear guidelines for thematic analysis. To address this gap, they proposed a framework that enabled the researcher to conduct rigorous and valid thematic analysis. It is important to note that their approach is not prescriptive and can be adapted to suit specific research question and datasets. In this research, the researcher followed the six-phased approach for thematic analysis outlined by Braun and Clarke (2006). The details of these phases are listed in Table 6.

Table 6: Thematic Analysis Framework

Thematic Analysis Framework Phase	**Description of the Process**
1. Familiarising yourself with your data	Transcribing data, reading and re-reading the data, and noting down initial ideas.
2. Generating initial codes	Coding interesting features of the data systematically across the entire data set, collating data relevant to each code.
3. Searching for themes	Collating codes into potential themes, gathering all data relevant to each potential theme.
4. Reviewing themes	Checking if the themes work with the coded extracts (Level 1) and the entire data set (Level 2), generating a thematic 'map' of the analysis.
5. Defining and naming themes	On-going analysis to refine the specifics of each theme, and the overall story the analysis tells, generating clear definitions and names for each theme.
6. Producing the report	The initial opportunity for analysis. Selection of vivid, compelling extract examples, the final analysis of selected extracts, relating of the analysis to the research question and literature and producing a scholarly report of the analysis.

Source: Braun and Clarke (2006)

From the analysis, the following four (4) main themes were derived from the following objectives:

- The key actors and roles of tourism governance in the study area
- The activities of collaboration with tourism governance stakeholders, in the Afadzato South District
- The power relations among state and non-state actors
- Breakdown of existing tourism governance challenges in the district.

Baxter and Eyles (1997) argue for the significance of presenting interviewees' own words, emphasizing the importance of revealing "how meanings are expressed in the respondent's authentic language rather than the researcher's interpretation." As a result, this study extensively incorporated data extracts to convey the core of informants' responses. To facilitate this, a narrative style was employed when presenting both the results and ensuing discussion. This approach involved the inclusion of direct quotations from transcripts as well as the integration of photographs, data, and related information to enhance the comprehensiveness of the findings.

Positionality

Based on the insights provided by Foote and Bartell (2011), Savin-Baden and Major (2013), and Rowe (2014), positionality pertains to an individual's perspective and stance they adopt regarding a research endeavour and its social and political context. In the realm of qualitative research, the researcher serves not only as a conductor but also as an instrument, necessitating a thorough examination of the validity and authenticity of the research methodologies (Thuo, 2013). Consequently, it is imperative for researchers to acknowledge and engage in critical self-reflection on their various positionalities, a sentiment echoed by scholars such as Anderson (1998), Jackson (1993), Rose (1997) and Vanderbeck (2005). Within the domain of tourism research, it is essential for researchers to recognize their role in the research process. This acknowledgment serves a dual purpose, ensuring the validity of the research, in line with the insights of Goodson and Phillimore (2004), and facilitating an understanding of how meaning evolves throughout the research journey. Encountering the district chief executive officer as one of the major participants posed a significant challenge, as the meeting had to be rescheduled three times due to his demanding schedule. Eventually, the researcher seized the opportunity to meet him during his visit to Mount Afadza and Tagbo Falls Lodge in Liate, Wote where he was conducting a fact-finding mission.

Additionally, three participants initially unavailable were diligently followed up for an additional two weeks, and interviews were successfully conducted via mobile phone. Recognizing the interpretive nature of the study, the researcher conscientiously endeavoured to mitigate personal biases from influencing the interpretation of findings. To achieve this, the researcher delegated the task of interviewing participants and colleagues, with whom they had personal familiarity, to research assistants. This approach aimed to ensure a more impartial and objective analysis of the gathered data

The researcher acknowledges the paramount importance of upholding objectivity and maintaining a professional distance throughout the research process. However, researcher also recognize the unavoidable subjectivity inherent in their own position. As a public servant with extensive experience in the tourism sector, the researcher is keenly aware of the existing gap in governmental involvement in tourism at the district level, despite the provision outlined in the Tourism Act. Consequently, it is inevitable for him to gravitate towards investigating the nuances of tourism governance within a district of their choosing. According to Greenbank (2003), it is essential for qualitative researchers to engage in reflexive introspection, acknowledging the impact of their values and personal experiences on the research journey. Being reflexive is an extension of the research ethics. Reflexivity does not mean that we share all the nitty-gritty of all the challenges and biases we encountered during the research, it does mean through these thoughts challenges and biases we still work to produce knowledge. Reflexivity encompasses the researcher's recognition of their historical, cultural, and personal values, enabling them to position themselves within the research process and articulate this perspective clearly (Greenbank, 2003; Postholm & Skrovset, 2013). This approach allows researchers to address subjectivity while striving for objectivity. In doing so, the research process openly and transparently incorporates inherent subjectivity as an active element in knowledge production. According to Peake and Trotz (1999), acknowledging the researcher's positionality and subjectivity strengthens the commitment to conducting high-quality research, emphasizing the importance of building relationships based on mutual respect, recognition, and authentic engagement throughout the research process.

Reliability and Validity Issues

Trustworthiness Considerations

In 1985, Lincoln and Guba introduced a set of four criteria for evaluating the trustworthiness of qualitative research methods. These criteria served as a consistent framework guiding every stage of the research process, from data collection and analysis to the final presentation of the findings. This approach was instrumental in establishing the credibility of this study.

Credibility, or the true value of the research findings, was a primary concern. The researcher invested substantial time—more than four years—immersing themselves in the subject matter and cultural context of the study area before initiating fieldwork. Additionally, they spent ten days in the district, engaging with local communities and attractions. To further ensure the credibility of this study, the researcher offered respondents the opportunity to review the transcripts for validation. The absence of comments from the participants indicates the trustworthiness of the data. Moreover, the researcher took the initiative contacted some participants after data analysis to discuss and confirm the results, reinforcing the credibility of the research. Transparency of the research process and methods of data collection also contributed to establishing credibility. Finally, the researcher provided comprehensive descriptions that accurately reflected the events and experiences encountered during the study.

Transferability, which assesses the applicability of research findings in other settings or groups, is another critical consideration. Lincoln and Guba (1985, p. 316) emphasized the researcher's responsibility in providing a database that enables potential users to judge the transferability of the conclusions. This research meticulously documented all aspects of the study, including audio recordings and site visits. Additionally, it included extensive descriptions of the data and the case study destination, facilitating the evaluation of the transferability of the findings, particularly in neighbouring areas such as the Ho West District where pre-testing occurred.

Dependability, synonymous with consistency, focuses on whether the findings would remain consistent if the research is replicated. To enhance the accuracy and consistency of the results, the researcher followed Lincoln and Guba's (1985) recommendation of employing triangulation, a method involving multiple approaches to address the same research problem. The incorporation of various data collection methods adds depth and credibility to the analysis. In this study, a methodological mix was employed, combining both secondary and primary sources, aligning with the notion that this would create a more robust and plausible dataset (Denzin, 1978). This approach exemplifies a typical triangulation strategy and illustrates the researcher's commitment to achieving dependable outcomes.

Confirmability, or neutrality assessed whether the researcher introduced biases or personal motivations that could influence the research findings. The research actively ensured that the data remained factual, minimizing doubts and bias. This commitment to neutrality was upheld throughout the study, with the researcher's positionality and reflexivity being openly discussed. In qualitative research, achieving trustworthiness, which encompasses credibility, dependability, and transferability, is contingent on these characteristics. In practice, this research demonstrates all of these attributes, as elaborated in the Appendix.

The trustworthiness of this research can be illustrated by the diagram (Appendix F), which reveals evidence of credibility, transferability, and dependability converging to establish confirmability, a fundamental quality in qualitative research.

Ethical Issues

Ensuring the ethical integrity of research is of paramount importance (Bryman, 2008). Denzin and Lincoln (2000) eloquently delineated customary ethical concerns, encompassing facets such as informed consent, the right to privacy, and safeguarding participants from potential harm. Throughout the course of the study, ethical considerations were meticulously addressed at every juncture. Prior to initiating fieldwork, the researcher diligently adhered to the stipulations set forth by the University of Cape Coast Internal Review Board (UCC-IRB). Approval was obtained for the content of the interviews conducted during the fieldwork, along with the consent form, which was presented to all participants for their signatures before the interviews commenced. For participants who were unable to read or write, a translated version of the consent form in Ewe, completed with a thumbprint, was made available (a copy of the consent form is appended for reference).

The initial cooperation of the interviewees was sought through individual phone calls, and emails were sent to provide a comprehensive overview of the research project. At the outset of each interview, the participants were clearly apprised of their unequivocal right to withdraw from the study at any point, with no obligation to answer any questions. This approach fostered an environment of relaxation, ensuring that respondents did not feel any undue pressure, which might have otherwise compromised the quality of the data collected.

Upon concluding each interview, the researcher transparently conveyed the intent to transcribe the conversation, subsequently offering the participants an opportunity to validate the transcription. Participants were accorded the liberty to edit the transcript to their satisfaction. As per the ethical approval guidelines, the researcher also provided all respondents with a business card, extending an open invitation to any questions, comments, or additional information that could enhance the research. To uphold confidentiality, personal information was never disclosed to any third party without the explicit consent of the participants. All interview recordings, transcriptions, and associated documents were stored in protected computer files. Furthermore, all participants were assured of their anonymity through the meticulous omission of their individual names, with job titles serving as identifiers. This approach fostered an environment of condors and encouraged interviewees to share their perspectives freely, thereby enriching the dataset with valuable, in-depth insights.

Fieldwork Challenges

During the fieldwork, some challenges were encountered. Despite the scheduled date and time and reminders to the participants, approximately sixty per cent of the interviews were rescheduled. It is very difficult for participants to honour their time. To some of them, it is a privilege to have them as participants. However, meeting and conducting the interview with the district chief executive officer was a major challenge when the meeting was postponed three times due to his busy schedule in the office however the researcher finally met him at the Tagbo Falls Lodge in Liate when he visited Mount Afadza and Tagbo Fall on a fact-finding mission. Three of the participants who were not available during the period were followed up for another two weeks contacted and the interview was conducted via mobile phone. Given the interpretive nature of the study, the researchers tried not to allow his personal views and bias to unconsciously affect the interpretation of the findings he, and therefore, allowed the research assistants to interview participants and colleagues he was familiar with.

Chapter Summary

This chapter presents a clear methodological path for the research, taking into consideration the details of all the processes. The issues discussed were the specific characteristics of the study area and its justification. In this study, a qualitative research method was adopted, with both semi-structured interviews and documentary sources used in the collection of primary and secondary data. The research strategy was an interpretive paradigm and studied a single-case embedded design to provide a variety of contexts for the tourism governance topic discussion. The following were also discussed: the target population, sampling procedures, methods of data collection, and research instruments. The interviews were audio recorded and transcribed. Thematic analysis was conducted, and a narrative approach was chosen to present the findings. Finally, the positionality and trustworthiness of the research are discussed.

CHAPTER FIVE

TOURISM GOVERNANCE ACTORS IN AFADZATO SOUTH DISTRICT

Introduction

Governance in the tourism industry entails structured guidance processes built upon principles, norms, and practices aimed at achieving collectively determined objectives (Pechlaner et al., 2014). Although definitions of governance within tourism are not universally agreed upon, it can be conceptualized as the coordinated conduct of activities among public, private, and social actors within the tourism system to foster development synergies. These actors span various levels, rendering tourism governance either local, national, or global in scope (Bramwell, 2011). They encompass individuals, groups, communities, and civil societies, each with diverse understandings and intertwined management roles, activities, and performances (Bramwell & Lane, 2011). However, every tourism destination possesses its unique set of tourism actors and management objectives, who, based on their comprehension, apply governance principles to their respective destinations (Beritelli et al., 2007).

This chapter thus focuses on identifying the key tourism actors and their involvement in current tourism governance within the Afadzato South District of Ghana. In acknowledging the breadth and depth of these governance actors, the chapter delves into two main sub-themes: the roles and activities undertaken by identified state and non-state actors and the actors' understanding of tourism governance, along with the contribution of Regulation 7 (3) of LI.2393, which pertains to the governance of tourism attraction sites, to tourism governance in the district in practical terms.

Activities and Responsibilities of State and Non-state Governance Actors

Studies have found that the execution of roles and responsibilities of operational structures/actors are essential characteristics and conduits for effective destination governance (Ruhanen et al., 2010; Zhang & Zhu, 2014). Consequently, this study explored the roles and activities of tourism structures from sector-level actors to individual business actors as a necessity to understand how they contribute to tourism governance in the Afadzato South District. The study identified two key actors: the state and non-state (private sector). These issues are discussed in turn.

State Actors

State actors were identified as the full range of the public sector. They were found at the national, regional, and district levels and are presented in turn.

National Level

The first state actor was the tourism ministry, whose role was outlined by the two ensuring narratives from respondents:

> *As sector ministry, we do the overall supervision of the various agencies under the ministry, and by that extension, you know that when policies are made agencies under the Ministry implement, so*

having done the implementation, the Ministry again must do the monitoring and evaluation. (***PB 01***, *Senior Civil Servant, MoTAC*)

The second narrative provides further insight into other dimensions of the ministry's role, as indicated:

*At the sector level, the Ministry that is involved in policy-making with its implementing agency is supposed to be present in all the districts based on the Tourism Act 817 that mandates the authority main agency in the district. (**PB02**, Civil Servant, MoTAC)*

Both narratives point to the overall supervisory role of the Ministry, as well as the hierarchical or top-down structure of tourism governance in Ghana. This implies that even in decentralized local areas, key tourism decisions are made at the national level. This finding points to the fact that the organisation of tourism reflects a hierarchical power structure that ironically is at odds with the stated decentralisation policy which, on paper, encourages the devolution of power, but in reality, grants very little independence to the local authorities.

Regional Actors

The study also identified an actor at the regional level, namely, the Regional Coordinating Council.

The Volta Regional Coordinating Council (VRCC) is a major stakeholder in the tourism governance structure at the Regional Level that links up to the district by our vision. Our objective is to promote and market potential investment and facilitate private sector *development by creating an enabling environment. If you combine our mission vision and objective you will realise that the RCC is a major pillar when it comes to tourism because without peace, security, and stability there will be no tourism and we are responsible to provide these throughout the region (**PB 07**, Senior Officer, Volta Regional Coordinating Council).*

Another key actor found at the regional level was the Volta Regional Office of the Ghana Tourism Authority, which is supported to coordinate and regulate tourism in all districts in the Volta Region. With regard to the roles and activities performed towards tourism governance in Afadzato South District, one respondent expressed the following:

Generally, the Ghana Tourism Authority is the main implementing agency for tourism in the region. We are engaged in almost everything related to tourism. When it comes to coordinating tourism development issues at the districts and other regional level. It comes to quality assurance issues at the district and regional level standardization regulations Almost virtually everything that has to do with tourism is being facilitated. (**PB05**, *Senior Officer, GTA Volta Regional Office)*

Another respondent also states that:

The activities we undertake as a regulator at the regional level are to provide the framework with which the various districts or assemblies work in, and then we also give technical advice on tourism and

> *tourism-related issues, especially in the area of tourism development then management, we also sometimes organise training for the tour guides and workers in formal and informal sector which also embodies the governance issues we are talking about.* (***PB 05***, *Senior Officer, GTA Volta Region Office).*

The responses from the regional actors demonstrate that they are involved in the provision of peace, security, and stability, training of tour guides, technical support, and ensuring quality assurance towards tourism governance in the district. The results show that while the VRCC plays the role of providing peace and stability in the region as a whole, which includes the Afadzato South District, the GTA, which is the tourism sector agency, plays specific roles in providing training, ensuring quality assurance, and offering technical advice on tourism and related practices to attraction managers, tour guides, and related businesses in the district.

Non-State Actors

The non-state actors identified include traditional leaders, opinion/community leaders, attraction managers, private business operators, and non-governmental organisations (NGOs) and their roles.

Traditional Leaders

The role of traditional leaders towards tourism governance was also shared. One respondent shared the following:

*I am the chief of Wote and a major stakeholder in the tourism governance structure and highly influential because of the following reasons. Traditionally I am the host of all the tourists who come here. I do welcome them and sometimes answer questions from them. I am concerned as a chief and citizen part of the land for the attraction belongs to our family and I cannot just take my attention away from tourism. I also ensure that those we give roles and responsibilities to perform their duties and those who failed appropriate action are taken in the interest of the community. (**PR 07**, 88-year-old Traditional leader with 26 years of experience).*

Another traditional leader also put forward that:

*In my capacity as Tsiami Gbolu Ga III of Tafi Traditional Area am a major stakeholder in tourism governance because my role bothers on how tourism will be used for the development of the area. I am one of the pillars that started tourism after the death of our chief in this village, the place was in disarray when I called the town people with the regent Francis Acquah and requested that they allowed me to lead. They agreed and I quickly formed the Development and Welfare Committees. I started tourism here in 1996 before the first Peace Corps came. He was a Scot. We officially opened the tourism office on 28 September 1998 and since then I am involved and ready to contribute to the course of tourism in this town. (**PR01**,69-year traditional leader with 47 years of experience)*

Another non-state actor involved in community development intimated:

> *I am currently the Asafotse of the Wote Chief and central pillar of governance because I have immense contribution to tourism in this town. I led a lot of communities' projects when I started as a tour guide, move to become a community member, counterpart and closely work with the first Peace Corp volunteer Michael to build the first guesthouse and the offices and the second Peace Corp who came here Leslie - all work with me. I am therefore not a pushover in tourism governance issues. I would like to state that when we started tourism the road was very bad and I move with a cutlass to weed the road as we take tourists along.* (***PR10***,*58-year-old assemblyman with 7years experience)*

According to the discussion, the community and its leaders are involved in the discovery, setting up, development, and management of tourist sites. They do this by selecting, assigning roles, and supervising individuals to manage community-owned tourist attractions and sites in the district to individual and tourist facilities, and hosting tourists to the communities and the district.

Attraction Managers and Tour guides

The study also found an exception in the ownership of attractions. In the district, most of the attractions are community-managed, and therefore developed and managed under the leadership of the chief; however, there is an individual who is initiative and passion responsible for creating, managing, and developing an attraction in the district. As an actor, he said,

> *I do see myself as a major contributor to tourism governance. My practice in the area of snake farming that I have learnt and now doing is an aspect of tourism. We were told that the snake was cursed and as a result, we are scared of them. From my studies about snakes, I came to realise that snakes are not to be seen as our enemies but we have to learn to live with them.* (PR 03, Manager and Owner of the tourist site)

> *As a manager of the Afadzato and Tagbo Falls sites and I have been part of the genesis of tourism in Liate Wote as far back as 1989. Before I989 we had the military people coming to train at the mountain because of the altitude but formally organised tours started in 1989. We gave the visitors to people or homes that can host them. They stayed there and we organise a quiz for them on our culture and the family with whom they stayed. This practice, later moved on, develops into the Afadzato Tagbo Falls festival* (**PR 11** 50-year-old member tourism management board).

The results suggest that attraction managers and tour guides help maintain the attraction by taking care of the attractions and ensuring that they are used to serve the tourism needs of visitors. They are involved in selling and providing information about attractions, cultural artifacts, and communities. The results indicated that this group ensures the safety, quality, and management of attraction sites and serves as a mouth for the destination.

Private Operators

The study also identified private operators as key actors in the management of tourism in the district. In particular, these private operators were tourism business owners in the district, including hotels and tour operations). Their roles are outlined in the following narrative:

> *I am a key stakeholder with a big influence on the community. I'm in this industry for almost 20 years, have undertaken a lot of activities burned me in and out, and made Liate Wote just like a home for me. It is my second home. I have a lodge that I name after the Water Fall. Tagbo Falls Lodge but there are a lot of opportunities in the area. Are you aware that they have a community guesthouse? I am one of the people who pushed for the grant. (**PR12**,48-year-old Tourism Experienced with 20 years of experience)*

The response indicates that individuals' private businesses are involved in hosting tourists through the provision of tourist facilities for visitors to the district. They provide many services, such as accommodation services.

Non-Profit Organisations (NPO)

Another category of non-state actors was the NPOs. These included one engaged in the district and not for these purposes. Regarding their roles and activities, the leader intimated the following.

What I specifically do started just months ago, I thought it wise to help to promote tourism. I have tourism as a subsidy under the NGO. So, the program actually is visiting various tourist sites taking videos and showing the videos on social media, so it's a new program. We started with Afadzato South District and will be going through the whole of the Volta region that is our objective for now. Simply put we want to promote Volta Region with videos and pictures through our link (***PR06,*** *30- year- old media person with 3years of experience).*

The response indicates that the NGO is involved in marketing Afadzato South District as a destination. They do this through social media platforms, which may include Facebook, YouTube, Instagram, and TikTok. The results indicate that NGOs also contribute to tourism issues in the district by providing publicity to the district as a destination.

Overall, the results revealed the current roles and activities of tourism actors (state and non-state) in tourism governance development in the Afadzato South District. It shows that most of the specific essential roles and activities undertaken by stakeholders towards tourism and its governance in the district are predominantly undertaken by non-state actors such as community leaders as well as individual and private tourism operators in the district. These roles and activities include individual or coordinated tourism resource mobilization, development and management of attractions, provision of basic tourist facilities (accommodations), hosting tourists, and providing guided tours to tourists who visit the district for tourism. The results also show that state actors play no specific recognizable roles in the tourism governance process in the district, except for the GTA, which helps in occasional resource mobilization, inspection for quality assurance, and tour guide training.

The results generally indicate that, except for the GTA, state actors play no specific, recognizable roles in the tourism governance process in the district. This aligns with the literature, which suggests that national governments typically handle more strategic roles, whereas regional tourism authorities are responsible for the operational elements (Beaumont & Dredge, 2010; Zhang & Zhu, 2014). In this case, the GTA takes on roles related to resource mobilization, quality assurance inspection, and tour guide training, which are more aligned with the regional-level responsibilities. The findings also reflect the common roles and practices of regional state tourism actors, as described by the OECD (2014) and UNWTO (2007), which play a significant role in resource mobilization, quality assurance inspection, and training in tourism. Notwithstanding, the GTA's role is occasional and not constantly performed, which indicates immediate and future limitations that exist in its operational performance within the tourism governance structure in the district, which suggests that improvement requirements are needed in that regard (Crook & Manor, 1994).

The findings also underscore the crucial role of non-state actors (community leaders and private tourism operators) in driving tourism governance and development within the district. This is in line with existing literature that emphasizes the significance of these actors in destination management (Beaumont & Dredge, 2010; Zhang & Zhu, 2014). Communities and their leaders were instrumental in mobilizing local tourism resources, presenting and marketing their regions as appealing destinations, and encouraging community participation in tourism initiatives. Private tourism operators also play a pivotal role by investing in and managing tourism infrastructure, including accommodation, tour operations, and attractions. This investment can not only enhance the overall visitor experience, but also contribute significantly to economic growth, job creation, and the diversification of the local economy of the Afadzato South District, as corroborated by Aref et al. (2013) and Hall (2010). Thus, these non-state actors are requisite partners for achieving comprehensive and sustainable tourism governance and development in the district. By so doing, they bridge the gap between national policies and local implementation, promoting the district and region as attractive destinations (Mowforth & Munt, 2009), while bolstering economic vitality.

However, the findings emphasize the need for a coordinated and participatory approach to tourism governance, involving the contributions of both the public and private sectors at different levels of tourism development in the district, which is currently lacking.

Governance in the tourism industry entails structured guidance processes built upon principles, norms, and practices aimed at achieving collectively determined objectives (Pechlaner et al., 2014). Although definitions of governance within tourism are not universally agreed upon, it can be conceptualized as the coordinated conduct of activities among public, private, and social actors within the tourism system to foster development synergies. These actors span various levels, rendering tourism governance either local, national, or global in scope (Bramwell, 2011). They encompass individuals, groups, communities, and civil societies, each with diverse understandings and intertwined management roles, activities, and performances (Bramwell & Lane, 2011). However, every tourism destination possesses its unique set of tourism actors and management objectives, who, based on their comprehension, apply governance principles to their respective destinations (Beritelli et al., 2007).

This chapter thus focuses on identifying the key tourism actors and their involvement in current tourism governance within the Afadzato South District of Ghana. In acknowledging the breadth and depth of these governance actors, the chapter delves into two main sub-themes: the roles and activities undertaken by identified state and non-state actors, and the actors' understanding of tourism governance, along with the contribution of Regulation 7 (3) of LI.2393, which pertains to the governance of tourism attraction sites, to tourism governance in the district in practical terms.

Tourism Actors' Understanding of Tourism Governance

Tourism actors' understanding of tourism governance provides useful and practical discourses upon which a destination can formulate a proper, effective, and sustainable planning and development framework that is relatable and practicable by all or most actors in a destination. This is because all actors have varied interests that are usually tied to their understanding and perception of how a destination should be governed. An overview of the results indicates that actors understand tourism governance from three categories the existence of actors with structures to guide tourism, the management of resources for tourism, and providing leadership for the involvement and coordination of stakeholders required to develop tourism.

The first theme of categorization was the existence of actors with structures to guide tourism. This perception is buttressed by the following:

> *I think tourism governance means what you have to do with development of the structures and to manage development of tourism in Ghana* (**PB04,** Senior Public Servant, District Assembly)

Another respondent from a community had this understanding to share:

> *Tourism governance, is putting a structure, where you have regulation on tourists, and between the tourists and the sites you have marketed. In our case the Assembly should have and lead this structure beyond the community, but it is managerial structure bodies that must support how the sites are developed promoted, which is currently not happening (**PR07,**88-year-old Traditional Leader with 26 years of experience).*

The second category focuses on resource management and leadership as the keys for tourism governance. This perception was supported by the following narratives, which respondents expressed:

> *For me tourism governance is about management of potential resources with all the institutional capacity or how resources are mobilised. If we are to make our structure, we need to look at local*

*involvement. Their involvement should not be supply driven but rather demand based because if you involve the community through participatory approach then key stakeholders are involved and you will have bottom-up approach. For example, at the monkey sanctuary (Tafi Atome) the community are the best people to protect the monkeys but not District Assembly (**PR07**, Senior Public Servant)*

Another respondent discussed tourism governance as:

The government through the District Assembly owns these resources just like the gold mines. The Chiefs are the stewards holding it in trust and the Ghana Tourism Authority must regulate and market the sites. My understanding of tourism governance is ownership and management of these resources by the three parties and any other bodies relevant to development of tourism (***PR10***, *58-year Assemblyman with 7 years of experience)*

The third categorization theme emphasizes on leadership, involvement and coordination of stakeholders a pre requisite to develop tourism, as explained in the ensuing narratives. A respondent intimated:

Tourism is very broad involving all the sectors. Tourism governance means involving identification of the attraction, developing it and strategizing how to market it to ensure that the tourist visit become experiential. It also means decision making and implementation. (***PR12,*** *48 -year- old Tourism Entrepreneur with 20years experience*)

Another respondent whose understanding conformed to the third theme said;

> *For me with the tourism governance definition, unfortunately, the European concept of governance is very different from ours and we are never actually fully integrated. Our local governance structure consists of our local philosophy. You will notice that even when June 4th revolution occurred, the attempt/proposal made by the People's Defence Committee which was sent to the Workers Defence Committee (WDC) was aimed at identifying all relevant classes of people within communities, including artisan or whoever matters. This should have been carried along our development path. Carrying people along is crucial in governance. If the attraction is the market, then market women can't be ignored in the governance if it is farming then the farmers must be part.* (**PR14,** *70-year-old tourism consultant with 20 years of experience*)

These narratives indicate that actors understand tourism governance from three perspectives. This includes having or the existence of actors with structures to guide tourism, the management of resources for tourism, and providing leadership for involvement and coordination of stakeholders required to develop tourism. That is, actors in Afadzato South District understand tourism governance as a mechanism of having or placing structures (involving actors) in place to identify, develop, and manage resources and tourism as a whole in the district. Noticeable within this proffered understanding of tourism governance are the communities and their leaders' acceptance of the District Assembly (state) to lead in the governance of tourism practices in the district. Understanding adduces to tourism governance reflects the fact that it concentrates on private and public actors, which guide tourism development through processes and structures.

The finding that actors in Afadzato South District understand tourism governance from multiple perspectives aligns with the multifaceted nature of governance in tourism, as acknowledged in the existing literature. According to this study, these actors perceive tourism governance as a mechanism encompassing the establishment of structures, resource management, and leadership for stakeholder involvement and coordination in tourism development. This multifaceted understanding resonates with the works of scholars like Beaumont and Dredge (2010), d'Angelo, Carlo, and Sainaghi (2010) and Zhang and Zhu (2014) who have emphasized that effective destination governance involves the presence of clear structures, roles and accountabilities.

On the other hand, the actors' acceptance of the District Assembly (a state actor) to be the lead authority in tourism governance in the district echoes the common practice outlined in the literature as an appropriate development model, where state actors often play significant roles at the national level, setting strategic direction, and coordinating efforts in the tourism sector (Mowforth & Munt, 2009) although currently lacking in the Afadzato South District as the District Assembly is not currently playing any specific or significant role towards tourism development in the district. The findings underscore the holistic nature of tourism governance, where the interplay of structures, resource management, and leadership by both public and private actors is essential for effective tourism development in the Afadzato South District.

Contributions of LI 2393 to the Tourism Governance in the District

Governance at tourist sites in a country is a nationwide problem. As a result, L. I. 2393 was passed to provide governance for the management of tourist sites in the country. With the enactment of this regulation in 2021 and its implementation in mostly community/public-owned attractions in the Afadzato South District, this study seeks to determine the actors' acceptance expectations and impressions of the implementation of the new regulation. The responses were in the context of Regulation 7(3) (Seven Subsections Three) on the governance of tourist sites.

The responses were generally split between acceptability and reservation. Regarding the acceptability theme, the general sentiment was that the regulation was positive, well-timed, and useful for governance in the study area. Positive sentiments about the regulation are expressed in the following narratives: The first person said:

> *Concerning Regulation LI.2393 I knew about it but was too busy to actively participate. I completely agreed with Regulation 3. At Liati Wote although we practised community tourism, we are very limited when it comes to knowledge and expertise. Bringing GTA as a regulator and the Assembly on board with the Traditional Authority could be a game-changer. We all know what GTA is bringing on board. Assembly we are not sure but with the combination of both of*

them and the involvement of the Traditional Authority, we can change the face of tourism development in the district (***PR11,****50-year-old member of the tourism management board with 20 years of experience).*

Another respondent elaborated on what he saw as positive and relevant, and the changes inherent in the regulation has brought and said:

In terms of governance of these things now we have made it compulsory to constitute governing boards for all the sites. We inaugurated Tafi Atome long ago. We are about to constitute the one at Liati Wote and will inaugurate that one also soon. We are restructuring everything, trying to make it more accountable, trying to make it more development conscious, you know, so one of the things we notice is that we left the management of all these sites into the hands of solely the communities and some few opinion leaders so now the model has changed where the district assembly and government and GTA are playing active roles in developing these sites. (***PB03****, A Senior Public Servant, DistrictAssembly).*

Another positive contribution of the regulation of tourism governance was expressed by respondents:

As we speak now, I have set up a governance structure at Tafi Atome, another one is being set up at Wli Waterfalls, in Hohoe Municipal. I just received a letter yesterday or last Friday from Amedzofe also waiting for us so they are also ready to set up their own. Once the *structures are put in place with MOU according to the Regulation, we organise a bank account if they do not have, we get signature to the account and we try to ensure that GTA is signatory to the account so that we can monitor and see what is happening. So, these are the structures that we try to put in place implementing the regulation (***PR05,** *Senior Public Servant, GTA Volta Regional Office).*

The second category of perception was dissenting views on regulation, as stated below.

This issue of Regulation 3 of LI. 2393 is a good idea but unfortunately, the land in some of the attractions doesn't belong to the chief, yeah, land ownership is a very funny idea. It's those people who own land where the attraction is, but not the traditional chief, I see this as a problem. This will need some further discussion to involve the landowners directly. (**PR12**, *48- year -old experienced tourism entrepreneur with over 20 years of experience*)

This perspective of nonconforming view extends the exclusion of priests who are influential and play gatekeeping roles with traditional beliefs in the conservation and preservation of most sites. One respondent expressed his viewpoint and said:

With regards to LI.2393 Regulation 3, I disagree. Landowners are not boldly captured in the governing body of the regulation. The traditional authority and the landowners are different. It is not all the case that you have the landowners as the traditional authority. Now the land originally may not be owned by one person. It may be owned *by the family, a clan or by a representative. So, if you have a situation when the traditional authority is not the owner of the land you are leaving the landowner and this can create a big problem for governance. It is not just enough at the Local Level to mention the traditional authority, the regulation needs to get involve the landowners, and sometimes the priest when necessary.* (***PR14****, 70-year-old Tourism Consultant* with 20 years of experience)

The dominant view from the respondents suggested that legislation was a positive development and is expected to have a direct effect on those in the tourism governance body and benefit others in the tourism value chain in the communities. However, the reservations from some of the respondents reflected the limitation of the regulation, which makes the regulation non-applicable in the study area, taking into consideration the specificity of the study area where traditional leaders who were mentioned in the regulation very often were not landowners of the tourist attraction. Second, the regulation did not recognize the role of the fetish priests, who are important community gatekeepers, in the preservation and conservation of the sites revealed by the interviews.

The positive perception of the role of legislation in tourism governance aligns with established literature and underscores its importance in shaping and regulating destination management. This finding highlights the potential of legal frameworks to enhance tourism governance by defining roles, ensuring environmental preservation, and bolstering safety standards, as previously discussed by Morrison (2013) and Richards and Hall (2000). Additionally, legislative instruments can include provisions for taxation and permits, generating revenue for tourism development and marketing in alignment with Getz's (1997) findings. However, some respondents expressed reservations regarding the legislation's applicability in specific contexts, where traditional leaders and fetish priests have distinct roles, underscoring the need for adaptive and context-specific approaches to implementing regulations to optimize their effectiveness across diverse destinations.

Furthermore, the positive perception of legislation's role in tourism governance in the district, as supported by the literature and stakeholder theory, reflects the importance of incorporating diverse stakeholders' interests in the legislative process. However, legislation, when developed with the involvement of key stakeholders such as local communities, traditional leaders, and fetish priests, would have aligned with the stakeholder theory's emphasis on considering the key stakeholders, their concerns, and roles in the tourism governance and development process (Friedman & Miles, 2006; Freeman, 1984). This inclusive approach will ensure that regulations are context-specific and adaptable, addressing the unique dynamics of each destination, such as the Afadzato South District. In addition, by actively engaging stakeholders in the legislative process, it is possible to define clear roles, ensure environmental sustainability, and promote safety standards, thereby enhancing destination management and governance, as discussed by Morrison (2013) and Richards and Hall (2000).

Chapter Summary

This chapter focuses on the identification of actors and their roles and activities towards tourism governance in Afadzato South District. It also explored the actors' understanding of tourism governance and further looked at the contribution of the L.I. 2393 regulation 7 (3) to tourism governance in the study area. The study found that there are two main actors, which have been categorized in the study as state actors (Ministry, VRCC, GTA) and non-state actors (communities/traditional authorities, opinion leaders, facility owners and managers, and NPOs). Focusing on the role activities and responsibilities, the study realised that the Ministry of Tourism Arts and Culture plays an overall supervisory role, which also extends to decentralized areas. This outcome mirrors the operational existence of the hierarchical or top-down structure of tourism governance in Ghana. The regional-level state actors such as the VRCC provide peace and stability to make tourism thrive in the areas, whereas the GTA also provides training and ensures that operational standards are practiced in the district. The non-state actors, however, are predominantly involved and contribute towards tourism governance in the district. They were involved in the identification of resources, the development of attractions, and the management of attractions and visitors to the study area.

In the second subtheme, which centres on the meaning and perspectives of stakeholders on tourism governance, there is a position that the government should lead and provide, and not necessarily partner with, the community for tourism governance in the district. The concluding part of this chapter examines the perception of the relevance of the regulation on the management of tourist sites in the district. The discussion continues in the next chapter by exploring the level of collaboration among stakeholders in the Afadzato South District.

CHAPTER SIX

COLLABORATION AMONG STAKEHOLDERS AT AFADZATO SOUTH DISTRICT

Introduction

In consonance with the contextual issues guiding the framework of the study, this chapter examines the activities of collaboration among tourism governance stakeholders in the Afadzato South District. It also examines collaboration through all identified broad layers of stakeholders.

This study finds evidence of multi-level collaboration between and among stakeholders. As shown in Fig. 8. The study identified four main forms of collaboration: collaboration among state actors, known as public-public collaboration (national); secondly, public-public (Regional to Local) collaboration; thirdly, non-state actors known as private-private collaboration; and lastly, private-public collaboration. For easy identification, the dimensions are labelled as type one, two three and four respectively.

Types of Collaboration

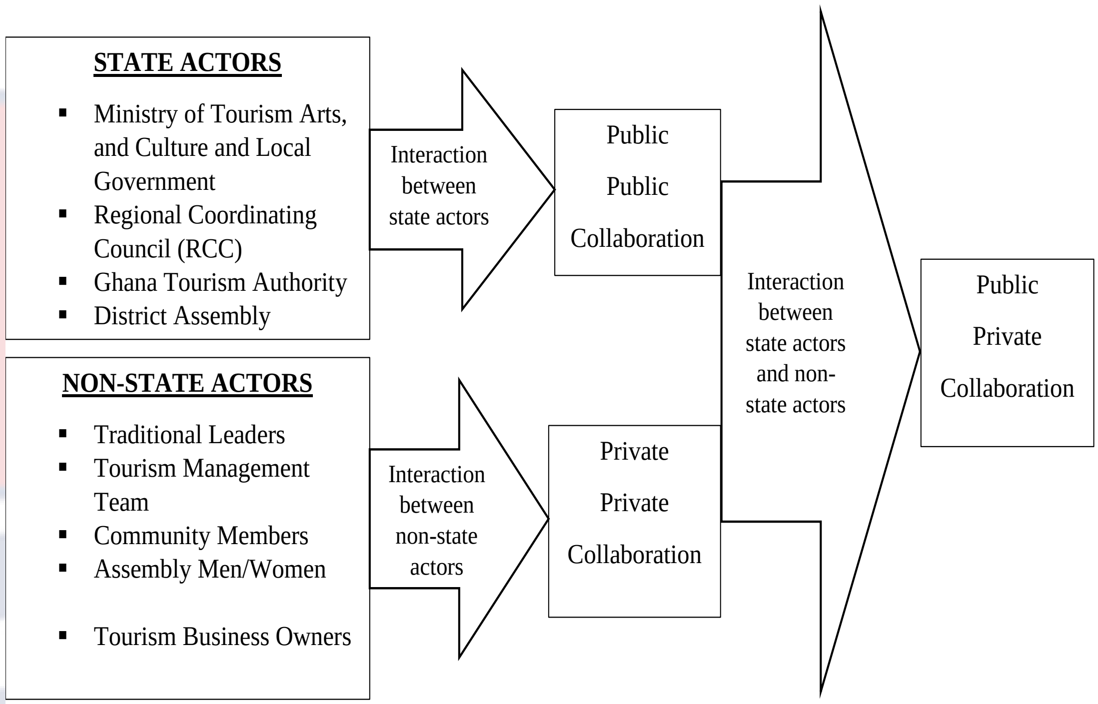

Figure 8: Collaboration Types at Afadzato South District

Source: Author's Construct

Type 1 (one): Public-Public Collaboration (National)

The findings from policymakers and those engaged in implementation did not show clear areas of collaboration, but the study identified and categorized two main types of perceptions. The public-public collaboration national focused on collaboration among the sector ministry and related agencies, while the public-public collaboration Regional to District Assembly discussed collaboration from the regional level to the district assembly. All of these are state actors. These narratives support the first perspective on the lack of collaboration among

Ministries, Departments and Agencies (MDAs). A participant made the following statements to substantiate this claim:

I do agree that the Ministry of Local Government is the one holding and responsible for the District Assembly. However, as far as I have observed, the link between our Ministry of Tourism Arts and Culture and the local government ministry has been weak. Last week I was discussing with my technical people. As for the aspect the composition of the Inter-ministerial Advisory Board and the Inter-ministerial Committee, we realize that the composition of the Advisory Board is defined in the civil service law ACT 327 but the Inter-ministerial committee has not got any definition there, so it would take the ministry to look at its activity and see which department and ministry it should be collaborating with and that would advise the composition of the inter-ministerial Committee so you realize that. (***PB01***, *a Senior Civil Servant with over 15 years of experience).*

The following two participants expressed similar sentiments:

The Ministry does not have any control over the management until the culture domain was tied to tourism. So, the only way out is to strengthen our Intern Ministerial Committee to help in the management of our attractions. Honestly, this Inter-Ministerial Committee I would say from my point of view has not been that effective. The idea is fantastic, but when it comes to *operationalization it is flawed (**PB02**, a senior civil servant with over 14 years of experience).*

Another participant intimated

*In this, we took a decision that we have to get a strong collaboration with the Ministry of Local Government and Rural Development so it has not been very concise and explicit for now, but we are thinking going forward that the Ministry of Local Government should be the one that we should redefine our relationship with and have serious collaboration. At the Public Sector level, we, therefore, have very little to show for in the area of collaboration (**PB01**, a senior Civil Servant with over 15 years of experience).*

Regarding the public-public collaboration at the ministerial level, a respondent summed up his perspectives and said:

As I mentioned earlier, tourism is very broad, it has cross-cutting issues. You cannot manage that industry without collaborating with other institutions. It is No No. At the ministerial level, what we have in place is the Inter-Ministerial Committee. Honestly this Inter-Ministerial Committee I would say from my point of view has not been that effective. The idea is fantastic, but when it comes to operationalization it is flawed. For instance, you have the Wildlife Division of the Forestry Commission which is mandated by law to manage almost all our ecological sites but MoTAC has no control over Forestry Commission. The best way out for the sector is to *collaborate.* (***PB02,*** *a senior civil servant with over 14 years of experience).*

From this section, the narratives show that at the ministerial level and among departments and agencies where policy-making and the enactment of Acts occur, there are no signs of strong functional collaboration between them. In addition, although there are inter-ministerial committees, it appears that it has not been effective in firming up collaboration between ministries, departments, and agencies at the national level.

Type 2 (Two): Public-Public Collaboration (Regional and District)

The second type of collaboration is public collaboration at the regional and district levels. Under this type, the specific state actors involved were the Regional Coordinating Council responsible for government businesses in the region. The implementing agency of Tourism in the region and Afadzato South District Assembly is the GTA. On a positive note, the following narratives point to the nature of collaboration at this level. The following quote provides evidence of this:

At the levels of collaboration, I have a very strong collaboration with GTA so we can work together. I know all the itineraries and all the activities in the district we are good because we are coming from one side because we belong to the government and then the community on one side (**PB03**, *Very Senior Public Servant with over five years of experience working at the District Assembly*).

The second respondent corroborated the first one and said:

> *At the level of RCC, one of our major tasks is to provide an enabling environment for the private sector to thrive and this is impossible without coordination and collaboration. We, therefore, have a very strong collaboration with all the MMDAs. Concerning tourism, we are currently planning a Volta Fair and Mr Nketia the Regional Manager (GTA) is a key member of the Planning Committee. Whenever he is not there Sulley the next in command represents him (**PB07**, a senior officer with over 12 years of experience with the Regional Coordinating Council).*

Lastly, on collaboration among public-public in region and at the district level, a participant detailed what is done through the engagement of the various agencies. He intimated:

> *At the Regional level, we do a lot of coordination and collaboration, we work hand in hand with other agencies. For example, before, we issue our operational licence we fall on other relevant agencies to also conduct specific inspections and issue permits because GTA, we are not engineers and we are not security experts, so the police had to go in and check the security of the place, so we rely on other state agencies to accomplish our mandate*
>
> *To be specific we relied on the following:*
>
> *The environmental health units.*
>
> *The Ghana National Fire Service.*

The District Assemblies are made up of the district engineer, then

The Town Country Planning Department

*Each of these Agencies has specific roles to ensure that the place is safe and secure for the tourist. Evidence of collaboration is some training programmes that we had with them. In terms of some of our events, some of our events we know we cannot hold them alone, so we also rely on them as partners to support (**PB06**, a senior officer with over 10 years of experience with the GTA).*

The results show that at the regional and district levels, there is evidence of public-to-public collaboration. There is evidence of collaboration between agencies at the regional level (specifically RCC and GTA) towards tourism development in the district. However, the findings did not show any clear evidence of any form of collaboration between regional-level public agencies (RCC, GTA) and the Afadzato South District Assembly.

Type 3 (Three): Private-Private collaboration

The study found evidence of collaboration between private sector actors. In this type of collaboration, engagement is solely between private sector actors in various forms. Such engagements took the form of business activities between and among tourism business owners. The following narratives paint the picture more clearly:

A respondent said:

You can sleep somewhere and come to my place and eat and drink all my beer. We are all in the business. Cooperation is always good because your facility is not supposed to have everything to understand the facility that other people also have, and then you can play with it. These are all forms of cooperation and collaboration we enjoyed. My place has no air conditioning but people like it. When they come, I let them know but assure them that the night is very cool in the night those who like it continue to stay very long. We have to collaborate and the more we have a guest spending more days the better for us (***PR12***, *48- year- old tourism entrepreneur with over 20 years of experience).*

Another participant buttressed the collaboration among them:

Among ourselves we do a lot cooperation to support each other. The buyers are always there to collaborate with us in the interest of business. We sometime take money in advance to pay school fees for our children and other emergencies from the buyers and have to weave cloth for them to pay back. This is major evidence of how collaboration is helping. I can say that without this type of support most of our children will not be able to finish SHS and tertiary education in this town. I have a lot of names that I can mention to you right now. As I mentioned we operate on our own and the collaboration cooperation is just among us although we will welcome any external body that will benefit us but currently there is none.

(***PR06***, *30-year-old Tourism Media Person with 3 years of experience)*

Another participant reinforced this perception among managers of the sites and said:

> *I must admit that the type of collaboration we have to a large extent is based on the popularity of the attraction. In Afadzato South we have the following attractions that have regular traffic Afadzato, Tafi Atome, Logba Tota, and Tagbo Falls. These are active sites and we have a lot of collaboration among ourselves while others do not.* (***PR09***, *a 25-year-old tourist site manager).*

The study also found some contrary views expressed by the following three participants who had not seen any collaboration among themselves as private:

> *I must admit that the type of collaboration we have to a large extent is based on the popularity of the attraction. In Afadzato South we have the following attractions that have regular traffic Afadzato, Tafi Atome, Logba Tota, and Tagbo Falls. These are active sites and we have a lot of collaboration among ourselves while others do not.* (***PR09***, *a 25-year-old tourist site manager).*

> *In the district, I can't see any other collaboration from the hoteliers to the attraction management. When the tourist come to us at Afadzato they leave to Hohoe in another district to spend the night while we have hotels in Golokwati and Ve. Gastronomy is another area we can collaborate but nothing happens. When you visit our reception at*

Afadzato you will not see a flyer or information on any of the facilities in the district. There is just no collaboration (***PR11,****50-year-old member of the tourism management board with 20 years of experience).*

Currently we don't have any result to show for our collaborations. Three days after our tour to Afadzato I told my guys that we need to organize more tours there. We now have flyers out and are sharing the flyers on social media to start a trip. What we are trying to do is to organize trip rotation around the Afadzato South, one place after the other. This will give us some visibility and help us collaborate with other tourism business people **(*PR06*,** *30-year-old Tourism Media Person with 3 years of experience)*

The results show that, to a large extent, collaboration between the private and private sectors has been either weak or non-existent. This development can lead to business losses for tourism and hospitality operators in the district, as evidenced by the response by PR11. This is because collaboration between attractions or businesses helps at the individual and team levels in terms of turn-taking, cohesion, referrals, and the organization of tourism in an area. Thus, the dominant view did not demonstrate the key business collaborative elements that are supposed to help attractions and businesses and enhance private-to-private collaboration for tourism in the district. Consequently, two (2) implications can be inferred from the narratives provided about private-private collaboration. First, the acceptance that there were some elements of collaboration among the tourism businesses and site managers based on the size and popularity of sites in the district left smaller ones on their own, leaving them disadvantaged. Second, there are visible signs that others did not see collaboration among the sites and businesses making tourism development in the district isolated as an individual agenda instead of teamwork. This may not help the Afadzato South District as a destination in both the short and long terms.

Type 4 (Four): Private-Public Collaboration (MDAs)

The study categorized public-private collaboration into two sub-themes. First, there is collaboration between Ministries, Departments and Agencies (MDAs), and the private sector. The second is collaboration among regions, districts, and communities. The following narratives support the first type of collaboration.

To begin with, participants referred to the Tourism Act, where the Public Private Partnership was mentioned. In the words of one participant:

> *The Tourism Act provides for collaboration in some sections I can't remember but I must admit the practicality is missing. We had some discussions with the CEO of GTA. He is tasked to come up with the list of Associations and Agencies that will constitute the Partnership Group and I know before the end of May or early June we will kick off the PPP conversation again.* (***PB01***, *Senior Civil Servant with over 15 years of experience).*

Another perception from a participant on this type of collaboration was:

To support this PPP initiative a desk was created and this desk was created at the ministry along the line I don't know what happened there off. At the ministry now you see an office designated for PPP but that alone doesn't. The creation of an office doesn't mean anything. It's a step in the right direction, but there's more to be done so what we can see from the collaboration issues, we can say that the nature or level of collaboration is not the best (***PB02,*** *a senior civil servant with over 14 years' experience).*

From the perception of a businessman, he narrated his concern:

I am a businessman and bring a lot of people to this area. My expectation from Assembly or Agencies is that we should have good roads, water supply, reliable source of power and proper disposal of waste but look at the environment plastic everywhere, another type of dumsor is still in around and the road during the rainy season is not in best of shapes but I still pay my taxes. What is the Assembly doing?

*(**PR10**, 58-year-old former site manager and Assemblyman)*

The results show a high level of inactivity on the part of MDAs towards their collaboration with private businesses in tourism-fringed communities in the district. Therefore, there is poor or no evidence of collaboration between MDAs and tourism-related businesses in the district.

Type 4 (ii) Private-Public Collaboration (District Assembly and Community)

This type of collaboration focused on activities from the Afadzato District Assembly, which represents the state at this level, and the community with stakeholders that are nonstate actors. Under this type, the study found other forms of informal collaboration between the District Assembly and community**.**

First, participants identified areas of collaborations as narrated:

> *Our cooperation with the district is casual but not antagonistic. We do respect them as the representation of government but we don't think that is good enough. They do invite us for a meeting to discuss tourism development. The main benefit of the collaboration from the government is the training given to our resource people at the Centre. The government always train them.* (***PR01****, a 69-year-old traditional leader).*

> *During the era of the Peace Corps collaboration among us was very strong even going beyond the district. I was part of a delegation that was in Adaklu for a tourism festival in the early 90s to learn about how they were developing tourism. It is through collaboration that we learnt about the first Peace Corp Scott Archer in Tafi Atome later on we also get involved and benefited immensely from them* (***PR 10****, a 58-year-old former site manager and assemblyman).*

There were some other perceptions about this type of collaboration as stated:

*At the District level I will be frank there is no collaboration I have been in this village for some time and can't remember when somebody from the Assembly was here because of tourism. We had a foreigner who was here to build a school and was interested in constructing a bridge over the two sides of the river but since he left, we never heard from anybody. (**PR05**, 70-year-old tourist site manager and opinion leader)*

Similar sentiments reflecting the perception above is captured in following quotes:

*At the level of the District Assembly level, we don't have any recognition from the members of the Assembly because the tour guides as those who support keeping the monies from the site but not their course to collect the percentage they have been asking for. We used to have a Frenchman who worked at the Assembly he was very close to us and interested in what happens at our various community levels but when he left, we lost all that touch. (**PR08,** 44-year-old tour guide with 28 years of experience).*

With collaboration I will say there is no collaboration through what I see. it is not right that it is staged like a play. we are talking about the correct collaboration. Listen to me a politician or DCE somebody has to identify something brought people together I love you. We will just

> *sing for you both on attraction that everything is right that is not collaboration. Collaboration must be derived and should had emerged from the process that we have identified earlier. It comes naturally and evolve and supported by all structures (**PR14**, 70-year-old Tourism Consultant with 20 years of experience).*

Two findings emerged under the Type 4 collaboration. There are no signs of collaboration between the MDAs and the private sector, although the private sector claimed that they paid taxes. The second finding revealed that the participants were divided based on the existence of collaboration in this informal type. While some agreed that there were collaborations, others disagreed and shared their opinions.

The findings presented in these narratives emphasize the critical role of collaboration in the development of tourism destinations. These findings align with the existing literature on partnership building and collaboration in the tourism (Moswete, Thapa, & Child, 2012; Nault & Stapleton, 2011). At the ministerial level and within departments and agencies responsible for policy-making and enacting acts, a lack of functional collaboration is evident. This result reflects a deficiency in involving key stakeholders in the decision-making processes (Freeman, 1984). This deficiency mirrors the challenges described in the literature, where diverse interests, conflicting viewpoints, and complex relationships hinder effective collaboration (Waayers, Lee, & Newsome, 2012). The presence of inter-ministerial committees without significant impact also suggests a failure to engage relevant stakeholders in a coordinated manner (Mitchell, Agle, & Wood, 1997), and reinforces the notion that collaboration should go beyond mere formal structures and require active participation and consensus building (Okazaki, 2008). In contrast, some evidence of public-to-public collaboration is observed at the regional and district levels, particularly between the RCC and the GTA for tourism development. This demonstrates the potential for successful cooperation when key stakeholders work together towards a common goal (Donaldson & Preston, 1995), and reflects the importance of engaging various stakeholders in the collaborative process (Beritelli, 2011).

However, the absence of collaboration between regional-level public agencies and the Afadzato South District Assembly points to a missed opportunity for inclusive stakeholder engagement in the decision-making processes. This highlights the need for more inclusive and effective collaborations (Dredge, 2006). Furthermore, weak or non-existent collaboration among private-to-private entities, as shown in the results, is also detrimental to tourism operators and reflects a failure to engage and leverage the potential of key private stakeholders (Briliyanti, 2021; Friedman & Miles, 2006). This lack of collaboration can lead to business losses and hinder the overall development of tourism within a district. The findings highlight the need for a more robust application of stakeholder theory to ensure sustainable development of tourism destinations, stressing the importance of involving all relevant stakeholders in collaborative processes (Donaldson & Preston, 1995; Freeman, 1984; Friedman & Miles, 2006; Mitchell, Agle, & Wood, 1997). The identified implications, such as leaving smaller businesses at a disadvantage, underscore the repercussions of neglecting stakeholder collaboration within the tourism sector both in the short and long term.

These findings underscore the need for enhanced collaboration between public institutions and private businesses, in line with the recommendation for stronger cooperation and coordination in tourism planning and execution (Jamal & Getz, 1995). The results suggest that improving collaboration and communication among stakeholders at all levels is essential for successful development of tourism destinations. Collaboration should encompass diverse stakeholder interests, promote a shared vision, and overcome obstacles to achieving sustainable tourism growth (Sheehan & Ritchie, 2005; Waayers et al., 2012). Consequently, these findings underscore the urgent need for enhanced collaboration to address existing challenges and unlock the full potential of tourism in the Afadzato South District.

Chapter Summary

This chapter discusses the dimensions of collaboration through four broad types among and between non-state and state actors. This study found various forms of collaboration among the stakeholders. In type one, there was no collaboration; in type two, there was evidence of collaboration among the categories of MDAs to the regional and district. In type 3, the dominant view was the selective existence of collaboration among tourism businesses and site managers. From Type 4, it emerged that under informal collaboration, some participants recognized some collaboration, while others discerned views on collaboration between the district and the community. The findings are consistent with some conceptualizations of collaboration as working together with individuals/businesses, irrespective of the structure and authority in their context. The results also show the features of the reciprocal relationship espoused in stakeholder theory as an action between actors to mutually exist and thrive in the long run (Bricker & Donohoe, 2015; Freeman, 1984; Marzuki & Hay, 2016). That is, they align with those whose tourism governance affects and others whose actions affect tourism.

CHAPTER SEVEN

POWER RELATIONS AMONG TOURISM STAKEHOLDERS AT AFADZATO SOUTH DISTRICT

Introduction

Various scholars have demonstrated that tourism development and management occur within an environment in which different stakeholders' interests or actors have different levels of influence and power (Blackstock, 2005; Hall & Jenkins, 1995; Mushove & Vogel, 2005; van der Duim, 2010). This chapter presents the findings and discussion of power relations among actors in the study area. The two main types of stakeholders identified in this study are state and non-state actors. The findings were categorized as reflecting the different types and perceptions of power among these actors. These were found to be state actors' power and non-state actors' power, and are presented in turn.

Power Relations among State Actors.

Under this theme, two (2) issues emerged: the Legitimate Power of state actors, and the Shared Power of state actors.

Legitimate Power of State Actors

This type of power is vested in government and implemented through agencies' regulation with the full force of the law in areas of passing laws, making appointments, addressing constituents' grievances, and paying fees.

The exercise of legitimate power by state agencies resulted in different fees being charged by these agencies. One participant explained:

*The power play of all the agencies related to tourism development is worrying. Normally they are supposed to complement each other but it has become extortion each agency trying to take his pound of flesh, but it is affecting the industry players. There are complaints of payment of fees for all these people along the line, I mean there is a license and fire certificate, and fees payment all over and the complaints are genuine. These are some of the things that translate into the fees that are placed on the product that they are selling making the destination expensive affecting them and biting them financially as well. (**PB01**, A very senior Civil Servant with over 15 years' experience)*

The study also found that the individual roles played by state actors create cross-firing of legitimate powers from different agencies to stakeholders at the receiving end of these powers. As narrated by this participant:

The MoTAC is responsible for policy and has very little to do practically with implementation. Unfortunately, tourism practices run through various agencies and we are limited in what we can do. The Ministry does not have the legal mandate to manage the attraction. For instance, the reserves are within the domain of the Wildlife Division, which is the Forestry Commission equally has laws and *regulations so they only collaborate with us. (**PB02**, A senior civil servant with over 14 years of experience)*

Although tourism as a sector crisscrossed many sectors, the different agencies within the sector all have Acts and Regulations that they operationalized on their own. One participant elaborated on his concerns:

*All the agencies have their parent Acts and we cannot stop them from going there so they go and the ultimate impact is that the operators are complaining about the multiplicity of taxes on them from every levy from every single agency coming there. Indeed, it's becoming so worrisome because even the mother agency GTA we have not increased our rates for the past eight years or so and yet now EPA is charging hotels per room rate (**PB05**, A senior officer with 15 years with the GTA)*

This power play among state actors means a lot for other stakeholders who often become victims of such occurrences. One participant gave an account of the experience he had:

I have a typical example of how power play affected a project at Bonwire. Ministry of Trade had funding to build the Kente Weaving Centre at Bonwire because handicrafts fall under the creative industry as well as the Ministry of Tourism, so we also had some funding to have a one-stop shop where tourists who visit there can buy and also see the kente weaving process. These two ministries all have their respective drawing. The minister at that time saw the *wastage and brought these two ministries together to merge their plans. Unfortunately, it did not work as each ministry finally built one individually. Total waste of scarce resources because of the power each of agency. These are some of the lapses we have in our system. You know every ministry thing, so this is my territory. Let me protect it to the core. Whatever you do in part on another sector, so that's why we need entire unit Inter Ministerial Coordination at the highest level of governance not at the ministerial level and this must permeate even into the districts (**PB02**, A senior civil servant with over 14 years of experience)*

Two (2) findings emerged from the narratives regarding power relations from state actors. First, the Sector Ministry (MoTAC) is responsible only for policy and has no control over agencies. Second, although some of these agencies are under the sector ministry, they have different acts and regulations that they operationalize to carry out their mandates, which include charging various/different fees.

Shared Power of State Actors

This power includes any formal outline, informal activity, or recognition that guides the exercise of power among various agencies in an area. This power is shared across different levels of government agencies. At this level, it involves power from the Regional Coordinating Council to the Regional Office of the

Ghana Tourism Authority and then to the District Assembly. Each is a unit or sub-unit of a parent's regional body.

The ensuing narratives illustrate the power relations among these three actors through the roles and activities. A perspective expressed is the existence of the district assembly power recognition of power sharing with the GTA on tourism development at the community level.

> *That different types of power relations have an impact on the district's tourism development. Yes, because the GTA is spearheading tourism development in the whole of the country, and they have a very big opportunity and platform to bring in tourists. The Authority's involvement will play a very big role for us as a District. Management of these places is also a problem. I visited a few places I would not like to mention, but I noticed there is a poor managerial system in terms of money management and facility management. I don't think GTA has total control of these sites and I think this is a power issue that the assembly help resolved to benefit all of us (**PB02**, A senior civil servant with over 14 years of experience)*

The Ghana Tourism Authority is another agency that plays roles identified in the shared power recognitions ensuing quotes that support participants' perceptions.

> *The power relation can affect tourism because sometimes the assembly says they must or are supposed to do some of the things we are doing at the local level and they are empowered by law to do what they are also doing at another national level. Yes, so there is*

*that kind of needed partnership and use of shared authority among us. A classic example where we went for an inspection. Then there was this woman who said, oh, I already have my license. I said, OK, bring it out and let's see, only for her to come out and it's a permit from the Assembly so we told her yes, we rely on the assembly to give them or permit to operate within their jurisdiction but the national level you are to get a license from the GTA. (**PB06**, A senior Officer with over 10 years' experience with GTA).*

At the level of the Regional Coordinating Council, one participant narrated the power of the regional body.

*If you combine our mission vision and objective you will realise that the RCC's strength and power. When it comes to tourism it is to provide peace, security and stability in the district for GTA and the District Assembly to carry out their mandate and ensure safety of visitors. It is a shared responsibility among us all. Since without these, there will be no tourism and we are responsible for providing these throughout the region (**PB07**, a senior officer with over 12 years of experience with the Regional Coordinating Council).*

The findings from this section demonstrate how legitimate power from state actors was operationalized by individual state agencies with no coordination or supervision from the sector minister, leading to an increase in fees charged by tourism operators and inefficient use of scarce state resources. Second, there are shared powers among the state actors. The main body of power is associated with peace, security, and stability in the region. This provides the environment for the GTA to exercise its power, which is translated into undertaking activities and projects for tourism in the district, while the power of the district assembly district has been to provide room for tourism and collaborate with the GTA for the development and growth of tourism in the district for the benefit of all. Shared power can thus help put the strength of these agencies together for tourism development in the district.

The Power of Non-State Actors

Under this theme, this study identified three (3) categories of power. The horizontal power within the community, the power of land ownership, and the power of philosophical orientation. It also covers the chief and elders home powers.

Horizontal Power within the community

This type of power is produced and reproduced by the interactions of individuals, households, and groups within the village level, and through interactions of these individuals, households, and groups. To begin with, participants reported that, to a large extent, there was not much problem with power relations at the community level. As recounted:

> *We don't have any problem with power because we operate on our level. We have elders and master weavers who are experienced and available to advise and guide us. When the problem is beyond them*

*Chiefs are involved to assist. Kente weaving for us has become what we called "an ancient occupation" handed over from generation to generation. Our children effortlessly learn the skill and can weave. It is difficult for people to learn this for one to two years but over here we make the learning very simple (**PR04,** 62 -year- old Women Kente Weavers Leader with 10 years of experience)*

*Over here in Tafi, the good news is we respect each other and everybody knows his role and limit, of his power the chief, fetish priest, land owners and the community. Our different authority's power at the local level support each other to develop tourism. We are very united and strong for our tourism this keep the District Assembly away from coming to reap where they have not sown **(PR01,**69-year-old Traditional Leader with 47 years of experience)*

In the village I don't think power is a problem here Chiefs and the elders in the town are doing their best to support. What I realize is they don't know exactly what to do. For a long time, there has not been any visitation, but I realized when the youth came together to celebrate the Awana festival we have all the support from the chief in terms of funding to make the festival successful to showcase our cultural heritage **(*PR06*,** *30-year-old Tourism Media Person with 3 years of experience)*

Other participants shared this "calmness of power" at the community level but with some reservations. A participant said:

> *At the community level there is no power relation problem but I know that there are individuals that are landowners where the attraction is located and will like their voices to be heard. I see them as invisible hands that will like to control but practically there is nothing to control now. That same reason there is no interest from the community to develop since they want them to do it for them to see (**PR05,**70-year- old site manager with 6 years of experience*

Another participant intimated:

> *I think issue of power relation comes up when individuals or institution try to protect their interest because they are afraid if they don't do so others will take it away. We don't have those problem in Liate Wote. As a community we all know the power of each authority and try to comply. The chief, the land owners. The site management committee and the community at large. To conserve the forest, we identified boundaries beyond which people should not farm to preserve both the mountain and the Falls (**PR07**, 88- year- old Traditional Leader with 26 years of experience)*

The findings of this section demonstrate that there are varied perceptions of power relations within communities owing to mixed interests. It is evident from the results that a series of interactions occurs among individuals, households, and authorities. Often, these interactions provided room and mutual grounds for communities to have or reach understandings between individual landowners, households, or groups, and leadership to provide resources for tourism development in communities of the district.

Power of Land Ownership

An important theme that emerged from the discussion was the power of land ownership. Land, as a resource, has many alternative uses. Therefore, land for tourism purposes often faces a lot of power struggles because it is the landowners who determine what the land can be used for, who can use the land, how long the land can be used, and under what conditions. One participant explained the peculiarity of land ownership and the power of landowners in the district and region. He intimated:

> *In Ewe land and Volta Region, there are no stool lands. This makes land a major issue in determining what land is used for. The land belongs to individuals, making the traditional leaders powerless. Unfortunately, the District Assembly continues to fail in exerting authority in this area. The decision of the Chief or traditional leader on what tourism land will be used for is always not final but subject to land owners' approval and conditions. Decisions on land for tourism development are therefore subjected to the powers of the land owners more than traditional leaders or the community who are seen as benefiting from something that is not theirs (**PR11**, 50-year-old*

member of Community Tourism Management Board with 20 years of experience).

According to some site managers, dealing with landowners and their demand for a direct share of revenue generated is not an easy task. To deal with some of these difficulties, they fall on the chiefs to leverage their reverent power, as they are in a position to establish effective mechanisms for negotiation. The participant intimated:

> *The role of our chief in our tourism development is very significant. The traditional rulers come into agreements with the land owners to lease their land and they give it out for free. This is accepted by traditional leaders. We all understand, from childhood that this site is reserved for tourism. It's a land that belongs to tourism in Liate Wote and actual limits you don't cross to build a house or do anything. It is our traditional leaders that always maintain that portion for the tourism whenever, anyone, trespasses into the property, they call the person to order and consequently punish the person to deter others (**PR09**, 25-year-old tourist site manager with 2 years of experience)*

A participant narrated the complexity of land resource issues versus the limited powers of the chief:

> *Our issue in Liate Wote is a special one because the rivers that feed the Tagbo Fall most of them take their source from the Republic of Togo our neighbors and bush fire always come from there. This is a major threat to the perennial flow of the Tagbo Falls and its*

*sustainability. How can our small community like Liate Wote find a solution to an international problem at this scale without assistance from national, regional or district? ((**PR11**, 50-year-old member of Community Tourism Management Board with 20 years of experience).*

From the results, the power of land ownership issues are evident in the district and must be properly engaged in tourism development. Currently, engaging with landowners is carried by chiefs through the exercise of their reverent and coercive powers. However, there is a continuous weakness and limitation to the coercive power and reverent power of the chiefs, since land for tourism resources belongs to other families who may not be bound to the directives of the chiefs. Second, the exercise of these powers by chiefs is limited in the face of international occurrences. For instance, some of the towns in the district share borders/resources with the neighbouring country Togo, where certain activities on the land by landowners from the neighbouring country affect the resource quality for tourism in some of the communities in the district.

The Power of Traditional Belief of the People

Power emerges from social relationships, and is fully supported by resource allocation. People's traditional beliefs thus involve the attached values, meanings, authority, and control provided towards a phenomenon established through social interactions that are vested in a community, individual, or group of individuals, which can be exercised as power. The values, norms, meanings, and control established by people/stakeholders in the district therefore become the power that supports the preservation of tourism resources. Key information about how philosophical orientation power has become a tool for the conservation of tourist sites that are threatened by modern trends and practices. This finding is evident in the following quote:

> *We do have rites that we perform for the Falls since it is our god that also protects them, we need to keep it clean, according to our custom and belief ladies in their menses are not to go the Tagbo Falls until their menses are over. However, with the inflow of tourists to the sites, it becomes impossible to enforce. We did consultations and performed certain rites to appease the gods and exclude the foreigners from this while among the local people we still enforce it (PR**07**, 88-year-old traditional leader with 26 years experience).*

> *One of our taboos is you don't visit the fall on Friday which is difficult to control with tourists coming every day. Secondly, the fish and other living things in the falls are forbidden to be eaten. If you try it the consequence is the fish never get cooked (**PR10**, 58-year-old former site manager and Assemblyman)*

Another type of information provides accounts for the potency of philosophical orientation in conservation processes. One participant made the following statement to substantiate the claim:

*Unfortunately, the first two of the taboos are also under serious violation but with the fish eaten forbidden it is still enforced. A recent occurrence of somebody who dares the god and tries to catch the fish from the river and cook resulted in near-death sickness. He was only saved with some sacrifices and libation. This has brought back the fear of abiding by this belief. Which is the foundation of our very existence as a community (**PR08**, 44-year-old tour guide with 28 year of experience).*

The power of philosophical orientation for sites is not limited to one community or a site, but is spread and practiced in the district. The participant commented the following:

*Most importantly our taboos you know to have respect for the gods and all that is still here very strong. The strength of our taboos is in the belief that we had from our forefathers. We believe from our fathers that the monkeys are our gods and so anything that is godly and by nature you know is well protected. When you attempt, to harm any of them or destroy any tree in the forest the evil spirit will haunt you. Yes, that has been with us from generation to generation that fear is being there and revered (**PR02**, A site Manager with 15 years of experience).*

The consequence of the failure to share the power of the philosophical orientation for preservation was also narrated in this evidence by a participant:

*They say you are not supposed to pick a pebble from the river and take it away. We have a story of the lady that picked one and took it to the US A and she was just having some kind of hallucinations and coming in and he had to return the pebble to that place, and sacrifice performed by the priest before she returned. I can say that looking at the scientific explanation that we can give, if those pebbles are picked by each tourist that comes there this will disturb the eco-balance of the flow of the water and may lead to erosion, of course, to preserve the replacement (**PB06**, A senior Officer with over 10 years of experience with the GTA).*

Two (2) findings emerged from narratives provided with regard to the theme power of First, this power traditional belief of the people has become a major tool that prohibits some practices and therefore offers improvement in the conservation of resources and tourism sites. Without this power, many resources and tourism are seriously threatened. Second, it also offers punishment as a measure to members of the community/landowners who defiled this philosophical power. The consequences, therefore, help to a large extent in the conservation of resources for tourism development in communities and districts.

Findings regarding power relations among state actors in the context of tourism development shed light on the multifaceted nature of power dynamics within the tourism sector. These findings resonate with the multifaceted nature of tourism as an activity involving various supporting activities and attractions (Canavan, 2017), which brings together a multitude of stakeholders, both state and non-state (Cheong & Miller, 2000). Within the state actor domain, it becomes evident that the Sector Ministry (MoTAC) is primarily responsible for policy, but lacks control over the various agencies operating within the sector. This separation of power and control aligns with the idea that tourism governance involves numerous power points and diverse stakeholder features (Hwang & Stewart, 2017). Meanwhile, state agencies, although under the same sector ministry, operate with different acts and regulations that affect their mandates and fees charged, reflecting the inherent complexities in aligning multiple stakeholder interests within a single destination (Blau, 1964). Furthermore, the findings reveal how state actors exercise power independently, leading to an uncoordinated increase in fees charged by tourism operators and the inefficient use of state resources. This reflects the need for power to be employed to bring stakeholders together, build consensus, and prevent conflicts, as suggested by Beritelli and Laesser (2011). This lack of coordination and a shared vision may hinder the efficiency of tourism development efforts.

Non-state actors, particularly communities, are integral to tourism's power dynamics. These findings highlight the importance of interactions and mutual understanding among community members, households, and authorities, underscoring the role of power in shaping these relationships. Power, in this context, is a critical factor in decision making and resource allocation for tourism development within communities. On the other hand, the power of land ownership and traditional beliefs have also emerged as significant forces influencing tourism development. The findings emphasize the need to address power dynamics related to land ownership, as these dynamics can affect the use of resources for tourism and collaboration with neighbouring countries. Similarly, traditional beliefs play a crucial role in resource conservation and community cooperation, with consequences that serve as measures to ensure compliance.

These findings echo the call for a more comprehensive understanding of power relationships and their influence on stakeholder collaboration in the tourism context (Coles & Church, 2006). They also underscore the need to investigate the types of power involved in collaborative processes, and which people/authorities possess such power (Marzano & Scott, 2009). Ultimately, these findings shed light on the intricate web of power relations among state and non-state actors in tourism development, and emphasize the importance of effectively managing these dynamics for the benefit of all stakeholders involved in the tourism destination.

Chapter Summary

This chapter analysed power relations among stakeholders in the Afadzato South District. Three main issues emerge from these findings. First, state actors use legitimate powers at all levels. However, these powers exercised uncoordinatedly due to the different sources from which they are drawn. Second, the power of land ownership sometimes limits or makes it difficult for community leaders and communities to use land spontaneously for tourism development purposes. Third, there is the power of the traditional belief of people who have served dual purposes. It has prohibited some practices to protect and, therefore, improve the conservation of sites and punish people to serve as a deterrent to others.

CHAPTER EIGHT

CHALLENGES OF TOURISM GOVERNANCE

Introduction

This chapter addresses the challenges influencing tourism governance and practice within the Afadzato South District, focusing on the absence of a structured governance framework, stakeholders' comprehension of tourism governance, difficulties in stakeholder collaborations, ancillary services such as accommodation and communication technology, and accessibility issues to tourist sites. These challenges are critical impediments that impact the development and promotion of tourism in the district.

Weak Tourism Governance Structure

The study found that in the Afadzato South District, one challenge confronting tourism governance and practice is the absence of a structured governance framework. The ensuing narratives were participant observations of the challenge.

> *At the sector level, there is structure but from my point of view, I think we can appreciate that there are no structures in place. Most of the districts in the region do not have any structure, since tourism is a cross-cutting activity, I believe we can do better when we involve the locals. It will be at the district level there should be a structure that will be in charge of the attractions' governance (**PB02**, A senior civil servant with over 14 years of experience)*

Another participant also indicated that:

> *One major challenge for the Assembly is the unavailability of a governance structure which has to be an official document master plan of the district in terms of tourism which every serious district is supposed to have. This one, we want to develop it this year*
>
> (***PB04,*** *Senior Civil Servant with 8 years of experience*)

A third participant also intimated that:

> *Tourism governance structure is not there and must be carefully looked at. There are no structures that connect stakeholders especially our chiefs and communities to the local assembly toward tourism development. In terms of structure, there are many lapses*
>
> *(**PB02**, A senior civil servant with over 14 years of experience)*

The results show the prevailing challenge of the lack of tourism governance structure for the district. The participants highlighted a lack of a cohesive structure and consensus regarding how it should be established. The absence of a clear governance structure can be a significant hurdle for a district's effective tourism development, leading to diverse opinions on how to rectify this situation, including the need for better connections between stakeholders and the local assembly.

The identified challenge of a lack of a tourism governance structure aligns with the importance of effective governance in tourism destinations emphasized in tourism literature (Coles & Church, 2006; Marzano & Scott, 2009). The absence of a cohesive and consensus-driven structure can hinder tourism development efforts in a district. This echoes the necessity of coordination and collaboration among various stakeholders within a district (Hwang & Stewart, 2017). Diverse opinions on rectifying this situation, including the call for improved connections between stakeholders and the local assembly, underline the need for a coordinated approach in tourism governance. Effective governance structures are essential for facilitating stakeholder engagement, decision-making, and resource allocation to promote sustainable tourism development (Beritelli & Laesser, 2011; Sheehan & Ritchie, 2005).

Stakeholders' Understanding of Tourism Governance

The second challenge to tourism governance that the respondents identified was what they called poor understanding of tourism governance. According to the respondents, the key challenge is the inability of key operatives to understand tourism and its governance processes. The ensuing narratives show the participants' professing of the existence of this challenge.

> *The first major challenge I identified and wanted to address was how those in the district office understand tourism. I realized that most of the people who were working at your offices were not knowledgeable and did not well understand the tourism that they are practicing hence education will be the solution. Education here does not mean certificated education but practical relevant simplistic knowledge to help their understanding. (**PR14,**70 -year- old tourism consultant with 20years of experience)*

Another participant said:

> *At the early stage of my administration, I identified that understanding tourism is important.* Some *of the major challenges we faced were the people not understanding the actual concept of tourism, where they felt that you just having something is all the stories, (**PB03**, Very Senior Public Servant with over five years of experience working at the Afadzato South District Assembly*).

The findings point to the common challenge of a lack of understanding of tourism among communities. This knowledge gap has significant consequences as it shapes how various stakeholders, particularly local communities, engage with tourism, which in most cases has the potential to lead to suboptimal practices and conflicts that may hinder collaboration and tourism development (Bramwell & Lane, 2000; Liu & Wall, 2006). To address this challenge, it is imperative to prioritize capacity-building initiatives in tourism governance, ensuring that stakeholders, especially local communities, possess the knowledge and skills necessary for effective participation in tourism development (Hall, 2010). However, the multifaceted nature of tourism, along with its diverse and complex stakeholder landscape, adds to the complexity of effective governance and sustainability. Different stakeholders, each with distinct goals and interests, play a pivotal role in shaping the tourism landscape. Thus, addressing this knowledge gap and promoting a deeper understanding of tourism among all stakeholders is essential to foster cooperation and drive sustainable tourism development sustainably (Freeman, 1984; Krce Miočić, Razović & Klarin, 2016; Scott, Parfitt & Laws, 2000),

Challenges in Stakeholder Collaborations

Collaboration among key stakeholders has also emerged as a critical barrier. The absence of collaboration leads to detrimental consequences, notably the absence of essential data for informed decision-making and fragmented destination development. These were expressed by participants in the following narratives:

> *All these documents we do not have so when people call for data, we are unable to give them. Any businessman, who wants to come in, wants data to back anything you want to do. For instance, if you go to their sites and you ask them how many people visited you last year, how many people visited your last two years? How many people just told you last month they do not know, but all this figure businessman wants to know so that he will help make a decision* (***PB03***, *Very Senior Public Servant with over five years of experience working at the District Assembly*).

Another participant's view on the challenges in the district is elaborated:

> *Challenges affecting destination development include collaboration. I know Gbledi is in another district but has built a training and resource centre a very good concept perfect to complement Liate Wote*

but they are fighting, and there is no collaboration so they cannot work together

*(**PR14,**70 -year- old tourism consultant with 20years of experience)*

In the Afadzato South District, participants identified barriers to collaboration as another dimension of the governance challenge. According to one participant, the first barrier relates to:

The challenge is that collaboration is not there. This decentralization connection is not effective here, both between the assembly and the communities, as well as with regional and national authorities. Some tourism initiatives are undertaken in communities without particular involvement of the assembly **(*PB04,*** *Senior Civil Servant with 8 years of experience)*

The findings show a major challenge posed by the lack of collaboration among pivotal stakeholders. This affects effective data collection from stakeholders, distressing policies, and potential investors' ability to make informed decisions. Additionally, participants cited instances of inter-community rivalry, with communities such as Gbledi and Liate Wote unable to harness their collective potential because of a lack of collaboration.

Findings concerning the lack of collaboration among pivotal stakeholders in the context of tourism development highlight a critical issue with far-reaching implications. This situation is consistent with the broader collaboration in the tourism literature, which underscores the importance of stakeholder cooperation and coordination for successful destination development (Moswete, Thapa, &

Child, 2012; Nault & Stapleton, 2011). The absence of effective collaboration among stakeholders in the district not only impedes data collection from stakeholders, but also hinders the policymaking process. This aligns with the literature that emphasizes the role of collaboration in bringing stakeholders together, building consensus, and resolving conflicts (Beritelli & Laesser, 2011). Furthermore, the findings allude to inter-community rivalry, exemplified by the discord between communities, such as Gbledi and Liate Wote. This rivalry disrupts the harnessing of their collective potential, which could otherwise significantly contribute to tourism development. In the context of destination governance, collaboration is essential for aligning various stakeholder interests and resources toward shared objectives (Hwang & Stewart, 2017; Hardy et al., 2003). The lack of collaboration in this scenario hampers the ability of these communities to realize their full potential, emphasizing the need for enhanced cooperation among stakeholders, as advocated in the tourism collaboration literature.

Challenges of Ancillary Services

The subthemes delve into findings that shed light on the critical challenges related to the scarcity of tourism facilities and infrastructure alongside the constraints posed by communication technology. These challenges are expressed by participants in the ensuing narratives.

Accommodation for groups who would like to sleep over is a major challenge our friend and brother have built the Tagbo Falls Lodge *but this is not enough we are therefore expanding our old guesthouse. The project is currently ongoing and hope we still need more.* **(*PR07*,** *88- year- old Traditional Leader with 26 years of experience)*

Another participant on limited accommodation in the district also said:

We have the Tagbo Fall and the tallest mountain (Mt. Afadza) but tourists hardly stay here because we do not have nice hotels for them. ***(PR 08,*** *44-year -old Tour Guide with 28 years of experience)*

For instance, according to data available as of the end of December 2022, all hotels in Afadzato South District are in the budget category, with the total number of rooms and beds being only 58 and 62, respectively (Ghana Tourism Authority, 2022). The district has fewer than hundred bed nights. This capacity is low enough to accommodate any medium-to-large group overnight tours. This is challenging for destinations with many tourist attractions.

With regard to telecommunication and mobile network connectivity, a participant elaborated:

I must admit that network connectivity, it is a challenge if you get to Wli, Liate Wote where we have the waterfall and then Afadzato there are no networks even in the communities. if you are not careful, Togo Cell will come on your phone and the least mistake you make if you make a call, is you are charged as much as nine cedis for a minute **(*PR06*,** *30-year-old Tourism Media Person with 3 years of experience)*

A participant narrated what happened to a tourist he hosted.

> *Sarah my tourist from Austria planned to stay here for two weeks but she is leaving today after one week because she cannot connect with his employers from here. She likes the area but because of the network, she is forced to leave for Prampram for another week before her departure* **(*PR 08,*** *44-year-old Tour Guide with 28 years of experience)*

Another participant buttressed the perception above and said:

> *The problem of mobile networking in the area is a major one and this always directly affects communication and the length of stay of some tourists who want to stay at Liate Wote (**PR 11**,50-year- old member of local tourism management board with 20 years of experience)*

Telecommunication challenges are not limited to mobile networks but also affect the spectrum of other communication technologies for the promotion and marketing of the destination in the ensuing narratives:

> *We do have a website but because of network problems, I don't make any input but sometimes just send the picture to the PRO. I even recently packed my smartphone because it is of no use here. Recently the GTA promised to bring some signposts that will confirm how far you go as you climb that will not need any mobile network. We are still waiting.* **(*PR09*,** *25- year- old Tour Guide with 2 years of experience)*

When I started this place in 1996, I tried to be on Facebook but had problems with the phone that I was using just got it repaired. Will be glad if through technology the whole world will know what I am doing here. I do have some media houses who come here and broadcast but they need to do more. The daily graphic newspaper correspondent was even here and produced a publication on March 14, 2020, with the caption Liate Soba Snake Village ***(PR 03,*** *62-year-old owner and manager of a tourist site with 24 years of experience)*

Infrastructure and communication technology challenges were evident in the participant narratives. Accommodation limitations were highlighted, with the need for more lodging options, as existing ones were insufficient to cater to overnight visitors. Mobile network connectivity is a significant issue, impacting communication and forcing tourists to cut short stays because of inconvenience. This lack of connectivity has also hindered marketing and promotion efforts. Participants shared their struggles with various technologies from social media updates to websites and network-dependent signposts. The desire to overcome these limitations was evident with the hope of better communication facilities and infrastructure enhancements to bolster tourism in the district.

The challenges related to ancillary services, particularly infrastructure and communication technology, highlighted in participant narratives resonate with the existing literature in the field of tourism. The limitations in accommodation options show the importance of adequate lodging facilities to cater to the needs of overnight visitors, as emphasized in tourism literature (Canavan, 2017). The issues surrounding mobile network connectivity align with the broader discussion on the significance of a reliable communication infrastructure for both tourists and destination marketing (Waayers et al., 2012). The struggles shared by participants regarding technology, such as social media updates and websites, reflect the growing role of technology in tourism marketing and promotion efforts (Hwang & Stewart, 2017). In this context, the desire to overcome these limitations through better communication facilities and infrastructure enhancements is in line with the recommendations to invest in technology and infrastructure to bolster tourism at a destination (Beritelli & Laesser, 2011). These findings underscore the crucial role of ancillary services and technology in facilitating and promoting tourism in the district in alignment with the wider tourism literature.

Access to Tourist Sites in the District

Accessibility to tourist sites is a major component of any tourism system. People need a good transportation system to visit tourist destinations as a foundation for successful tourism development at any given destination. However, the road network in the district is poor and a major concern for all stakeholders. The participant intimated:

> *Accessibility to most of the sites we do not have so much problem coming to Liate Wote but other areas like Aflagbo Falls at Leklebi. The sites are good but how to get there is beyond adventure for any*

tourist here (***PR12,*** *48-year -old Tourism Entrepreneur with 20 years of experience***)**

Another participant corroborated the bad condition of the road network and said:

Another major challenge is access roads to most of the sites are very deplorable making the tours difficult and unpleasant **(*PR06*,** *30-year-old Tourism Media Person with 3 years of experience)*

The findings underscore a significant challenge in terms of the accessibility of various sites within the district. Participants highlighted the poor condition of road networks, particularly in destinations such as Aflagbo Falls and Leklebi. The adverse road conditions not only make reaching these sites an arduous endeavour but also detract from the overall tourist experience, hampering the appeal of these attractions.

The findings concerning the poor accessibility of tourist sites within the district underscore a critical issue in tourism development, resonating with the existing literature on the significance of infrastructure and accessibility in attracting visitors (Hall, 2008; Gursoy, Saayman, & Sotiriadis, 2015). The adverse condition of road networks, especially to destinations such as Aflagbo Falls and Leklebi, mirrors the challenges often faced by destinations striving to enhance their tourism appeal. Inadequate infrastructure, including road networks, can deter potential tourists, impact their overall experience, and discourage them from visiting, as highlighted in tourism literature (Gursoy et al., 2015; Vanegas, 2018). The findings reveal that accessibility issues not only hinder the potential of these sites but also pose a barrier to the socio-economic development of local communities. This aligns with the literature emphasizing the vital role of infrastructure development in promoting tourism, which, in turn, can have positive socio-economic impacts on host communities (Hall, 2008; Gursoy et al., 2015). Therefore, addressing the accessibility challenges of these tourist sites is crucial for enhancing the tourism potential and overall well-being of the district.

Challenges of Landownership

Customary lands are communally owned based on tribal affiliations, with allodial ownership often vested in collective entities, such as tribes, families, or ethnic groups, marked by a stool or skin authority. Chiefs and traditional authorities who hold land are trustees and are expected to ensure that all members of the group benefit from collectively owned resources defining "family land" in Ghana. Some tourism resource lands are characterized by land disputes, which is a challenge in the district. One participant elaborated on the following:

> *The Mountain Afadza which has become our major attraction has occupied a land mass that belongs to the Wote people and Gbledi people. Our neighbours however for some times are claiming ownership of the land. This is a major challenge and affects the peace we have had for a long time. We do know and accept that part of the land is theirs but equally believe what our forefathers told us about the mountain even showing us where they hide to fight Asantes during the Asante war in the Volta region's oral history. How will they now*

tell us that both sides of the mountain are theirs? This is not acceptable (***PR07***, *88- year- old Traditional Leader with 26 years of experience)*

Another participant's perception of the disputes. He elaborated:

We are having a misunderstanding between us and the second village Gbledi now, about the site but neither the government nor GTA show up and we are even fed up. At a stage, I told the chairman that look at the other side their district is supporting them with money in the case but we were using the small money that we generated on the case let us leave them and concentrate on marketing our place. If visitors come and want to go to Gbledi you should allow them to go we will not lose. Since 2012 the case is not closing about five judges have come and gone when you realise that the case is ending, they transfer the judge or tell you that he is gone on retirement. We can't continue any longer what is ours will come to us (**PR09,** *25- year- old Tour Guide with 2 years of experience)*

The disputes over land are not only between the two communities, but also among families that are divided on why their land should be given out for tourism development. The participant intimated:

In Liate we have two groups one who is willingly giving out the land to be used by the community and another group who is not happy that the land which provides for their livelihood is being taken away for tourism at their expense ***PR10****, 58year old Assembly man with 7 years of experience)*

Another participant with regards to land reward and sacrifice said:

> *We have part of our land close to the Tagbo Falls we can't farm there now but if we are not receiving anything from the Tourism Management Committee how long can we wait? The truth is the land is all that our grandfathers left for us to cultivate we don't have the sea or the lake here. My brothers are complaining now that we need to get the land back* **(*PR 08,*** *44-year -old Tour Guide with 28 years of experience)*

Participants' narratives shed light on the complex challenges surrounding land ownership and disputes in the district. Traditional authorities, considered trustees of collectively owned resources, are expected to ensure equitable benefits for all family members. However, disputes over tourism resource lands persist, such as in the case of Mountain Afadza, leading to disruptions in the peace that has endured for generations. Participants expressed frustration with the prolonged legal battles and emphasized the need for government and tourism authorities' interventions. Moreover, disputes extend beyond communities to families, highlighting divergent views on land use for tourism development. Participants underscored the importance of fair compensation for the loss of livelihood and cultivation opportunities, underscoring the urgency of addressing these land-related challenges in the context of tourism development.

In the context of the narratives provided, Social Exchange Theory offers valuable insights into the dynamics of land ownership and disputes within Ghana's tourism sector. Traditional authorities are expected to act as trustees, ensuring a reciprocal and equitable exchange of benefits among family members, aligned with the fundamental principles of social exchange (Blau, 1964). However, the persistence of disputes, as exemplified by the case of Mountain Afadza, disrupts this equilibrium and threatens long-standing social contracts within the communities (Emerson, 1976). Participants' frustration with prolonged legal battles and their call for government and tourism authorities' intervention can be understood as seeking to restore a sense of reciprocity within the social exchange framework. Furthermore, conflicts extending to families underline the existence of conflicting norms and expectations that challenge the fundamental assumptions of mutual benefit within social exchange relationships (Molm, 2010). Ultimately, participants' emphasis on fair compensation reflects the desire for a fair and balanced exchange of resources, as dictated by Social Exchange Theory, to rectify the losses incurred due to land-use changes (Homans, 1958).

Environmental Challenges

Another challenge is the environmental concerns in the district. Environmental challenges, such as land use and sanitation, which can erode a district's natural attractiveness and appeal, have been expressed. This can be found in the following narratives:

> *Liate Wote and some of these enclaves are becoming not only the destination but places where people are interested to come and settle. I think as a matter of urgency the District Assembly and the Traditional rulers must collaborate to develop land use plans that will*

guide development in these areas otherwise another "Liate Kokrobite" will be created here (***PR12,*** *48-year -old Tourism Entrepreneur with over 20 years of experience*)

*Our issue in Liate Wote is a special one because the rivers that feed the Tagbo Fall most of them take their source from the Republic of Togo our neighbours and bush fire always comes from there. This is a major threat to the perennial flow of the Tagbo Falls and its sustainability. How can our small community like Liate Wote find a solution to an international problem of this scale without assistance from national, regional or district (**PR 11**,50-year- old member of local tourism management board with over 20 years of experience)*

Another perception focuses on environmental sanitation. A participant elaborated:

We must try to preserve ecotourism, but what I notice is this is not happening. Waste management is a big problem for communities in the district. In our village here plastic waste management is a big issue. There are no bins anywhere. Last time I had to pick some of them from the water and when we went to the Cave, I had to pick some of them, which was very bad (***PR06***, *30-year-old Tourism Media Person with over 3 years of experience)*

Another participant lamented how bad the environmental issues had become and the difficulty of enforcing bylaws. He said:

Conservation is a major challenge. The bye-laws were there before I was born but never enforced. The landowners continue to cut down *the trees just asking them not to fell the trees will not bring any magic. We must understand the push factor of felling the trees and then convince them that they can invest in tree planting. We had some lessons at Avu Lagoon about conservation that we are discussing implementing here. Trees are planted by the donors the landowners and the community at a sharing ratio and harvested when the time comes* (***PR10***, *58year old Assembly man with over 7 years of experience)*

Another participant shared a holistic perspective:

We all want of course money and jobs right but where does this community come from? What are we doing to keep it growing but not destroying it? How are we going to move on with this? The beauty must be checked. That is my fear. I think for all, it is more than just business. No, it is a livelihood. It is agriculture, and that's why every community has its own story, that's why I also believe it's not one way that fits every community. I think the potential of tourism will be there as we preserve the environment and assist the community in preserving what they have **(*PR 13*,** *38-year-old Tour Operator with over 15 years of experience)*

From the narratives about the environment, four (4) findings emerged: first, the district is losing its natural appeal just like other parts of the country, which is worrying. Second, the interests of people who want to settle in the area need to be controlled with land use plans for the area. Third, the environmental challenges in the area have both international and local dimensions, making it difficult to find solutions. Finally, there is a need not to focus on investment only in these communities but to relate the challenges of the environment to culture preservation and community development.

The findings regarding environmental challenges in the context of tourism development resonate with the existing tourism literature and align with Giddens' structuration theory (Adams & Sydie, 2002). First, the loss of the district's natural appeal reflects a global concern about environmental degradation affecting various destinations, emphasizing the human agency aspect of Giddens' theory, in which social actors must make rational decisions to address these challenges (Dredge, 2006). Second, the need to control settlement and land use illustrates the importance of reflexive decision making, as advocated by Giddens. This requires self-consciousness and monitoring of the ongoing flow of social life to ensure sustainable tourism development (Hwang & Stewart, 2017). Moreover, the recognition of international and local dimensions in environmental challenges underscores the complex interplay between rules, resources, and agency in the social world. Collaborative efforts at multiple levels are necessary to address these challenges (Beritelli & Laesser, 2011). Finally, the emphasis on culture preservation and community development reflects the holistic approach advocated in broader tourism literature. This approach encompasses both economic and socio-cultural aspects, aligning with Giddens' perspective of qualitative change in the modern era and the need for continuous adaptation to address environmental concerns and ensure sustainable tourism (Hwang & Stewart, 2017). These findings highlight the multifaceted nature of environmental concerns in tourism, and the importance of human agency, reflexivity, and social structure in addressing them.

Challenges of Social Capital in the Community

Social capital allows a group of people to effectively work together to achieve a common purpose or goal. It allows a society or organization, such as a corporation or nonprofit, to function together as a whole through trust and shared identity, norms, values, and mutual relationships. The loss of this among communities has become a challenge. One participant elaborated on the following:

> *One area of major concern bedevilling our community is trust among ourselves. You can easily be dismissed from your job working on the site by management. Management has no procedure to address the concerns of those who are working once some people complain or show dissatisfaction you will be dismissed without an opportunity to hear your side of the story. I was promised to be the Manager of the site after working with the Peace Corps for more than eight years but was just told to leave when the time was due (**PR10,** 58year old Assembly man with over 7 years of experience)*

The second participant also stated that:

> *A lot of other people in the community are treated unfairly by the managers of the site hence are not happy and very unconcern about issues relating to tourism in the town. I hope with the coming of the*

*new regulation we will change for the better otherwise tourism will die. Currently, the site has no manager but the guide is doing all the work. We can't continue this way (**PR10,** 58year old Assembly man with over 7 years of experience)*

Social capital is multidimensional, and may have both positive and negative effects. One participant explained the challenges of how the District Assembly failed to leverage the social capital of human resources available in the district:

*One major problem with the Assembly is its failure to make the best use of expertise in tourism within the district. Myself, Francis and others are typical examples of human resources that we can harness at no cost for the district but they don't care. Secondly, the District Assembly is too close to itself. It is supposed to be an open place where ideas and proposals will come from all stakeholders shaken and filtered to help develop the district. It is not so. The attitude of those working there needs much to be desired (**PR 11**,50-year- old member of local tourism management board with over 20 years of experience)*

Another participant confirmed community apathy for tourism and said:

A lot of other people in the community are treated unfairly by the managers of the site hence are not happy and very unconcern about issues relating to tourism in the town. I hope with the coming of the new regulation we will change for the better otherwise tourism will die. Currently, the site has no manager but the guide is doing all the *work. We cannot continue this way (**PR10,** 58year old Assembly man with over 7 years of experience)*

The results show a lack of mutual respect, a sense of involvement, and fairness. At any given level of human society, the social capital approach to citizen trust suggests that positive interactions and attachments between citizens are needed to help develop a sense of reliability and dependability to form a social network towards mutual growth.

The challenges related to social capital in the community, including the lack of mutual respect, a sense of involvement, and fairness, are espoused by the tenets of the social capital theory. Social capital encompasses trust, norms, and networks that foster efficient, coordinated actions (Putnam et al., 1994). In the context of tourism development, building social capital is crucial to fostering positive interactions and relationships between community members and stakeholders. Such interactions are essential for creating a sense of reliability and dependability, which in turn can lead to the formation of a robust social network that promotes mutual growth. These findings emphasize the significance of nurturing social capital within communities to facilitate collaborative efforts and enhance the overall development of tourism destinations (Hwang & Stewart, 2017; Putnam et al., 1994).

Chapter Summary

This chapter focuses on the tourism governance challenges in the study area. It first examined stakeholders' understanding of governance structures. The findings point to a misunderstanding of what tourism really is about among stakeholders. The participants also highlighted the existence of weak structures and found no agreement on the form and shape of the structure. There were challenges in the areas of collaboration, poor road networks to sites in the district, land ownership disputes in the district, and families with different perspectives of land use for tourism. The environmental challenges were multifaceted, including the loss of natural appeal. Therefore, the need to isolate these challenges from culture preservation and development has become a concern. Finally, the study identified social capital challenges when there was a lack of mutual respect, a sense of involvement, and fairness in the community.

CHAPTER NINE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

Introduction

This is the conclusion of the present study. It presents the objectives of the study, a summary of the methodology employed to undertake the study on tourism governance in Afadzato South District, and the major findings, conclusions, and recommendations. The chapter ends with recommendations for policy and practice, future research, and contributions to knowledge.

Summary of the Study

The objective of tourism governance is to reduce the democratic deficit, engage stakeholders, and make decisions in the hands of a broader range of local actors. The current nature of the Ghanaian tourism industry is characterized by high fragmentation, interdependencies, and the involvement of many different actors and interest groups. However, the implications of how governance structures in a destination interact with collaboration and power relations remain largely untested. Consequently, this study sought to assess tourism governance at a destination, specifically aiming to:

1. Identify the structures of tourism governance in the Afadzato South District.
2. Explore the level of collaboration among stakeholders in tourism in the district.

3. Analyze the nature of power relations among tourism stakeholders in the district.
4. Analyze the challenges of tourism governance in the district.

The study reviewed three theories: the Stakeholder Theory by Freeman (1984), Structuration Theory (Giddens 1984), and Social Exchange Theory (SET). Based on the theories and governance frameworks of Perchlanner and Volggar (2013), this study's framework was conceptualized. The study was situated within the social interpretivist paradigm with a clear methodological path, taking into consideration the details of all processes. Qualitative research methods were adopted, with semi-structured interviews and documentary sources used to collect primary and secondary data. The research strategy was an interpretive paradigm and single-case embedded design to provide a variety of contexts for the discussion of tourism governance. With the aid of two similar IDI guides targeting private and public actors, data were collected from 21 study participants, comprising 14 private and 7 public actors.

Pre-testing of the research instruments was conducted in Dzolokpuita, a district that borders the study area in Ho West District, between November 24th and November 26, 2020, involving five study participants. This was followed by actual data collection in the study area, from April 20 to May 2, 2021. Reflections on each interview were recorded in a field notebook to keep track of highlights and patterns. The audio recordings from all interviews were transcribed in Microsoft Word 365, and the soft copies were kept in a folder. Using an Excel spreadsheet, all 21 participants' responses were arranged under deductive themes.

A thematic analysis was conducted, and a narrative approach was chosen to present the findings. Finally, issues of positionality are discussed, and the trustworthiness of the research is discussed with a diagram in the Appendix.

Major Findings of the Study

The following is a summary of the major findings of this study:

Concerning the first objective, three main findings were found. Firstly, the study found that there are two main actors, categorized in the study as state actors and non-state actors. Each category has specific roles, activities, and responsibilities that mirror the operational existence of a hierarchical or top-down structure of tourism governance in Ghana. Non-state actors were noted for their involvement in resource identification, the development of attractions, and the management of attractions and visitors in the study area. Second, centred on the meaning and perspectives of stakeholders on tourism governance, there is a position that the government should lead and provide, and not necessarily partner with, the community for tourism governance in the district. The third finding confirmed the relevance and timeliness of the regulations on the management of tourist sites in the district.

The second chapter discusses the dimensions of collaboration through four broad types among and between non-state and state actors. This study found various forms of collaboration among the stakeholders. In type one, there was no collaboration. In type two, there was evidence of collaboration between certain government bodies at the regional and district levels. In type three, the dominant view is the existence of selective collaboration between tourism businesses and site managers. From Type Four, it emerged that under informal collaboration, some participants recognized some collaboration, while others had discerning views on collaboration between the district and the community. The results also show the features of the reciprocal relationship espoused in stakeholder theory as an action between actors to mutually exist and thrive in the long run (Bricker & Donohoe, 2015; Freeman, 1984; Marzuki & Hay, 2016).

In relation to objective three, three main findings emerged. First, the use of legitimate power by state actors at all levels was uncoordinated, because of the different sources from which these powers were drawn. Second, the power of land ownership sometimes limits or makes it difficult for community leaders and communities to use land spontaneously for tourism development purposes. Third, there is the power of traditional values that have served dual purposes. It has prohibited some practices to protect and, therefore, improve the conservation of sites and punish people to serve as deterrents to others. These findings are consistent with structuration theory. In terms of objective four, the findings highlight the existence of weak governance structures and find no agreement on the form and shape of the structure. There were also challenges in the areas of collaboration, poor road network to sites in the district, land ownership disputes in the district, and families with different perspectives on land use for tourism. Environmental challenges were multifaceted, including the loss of natural appeal. Finally, the study identified social capital challenges when there was a lack of mutual respect, sense of involvement, and fairness in the community.

The Study's Conceptual Framework

This study's conceptual framework effectively guided the assessment of tourism governance in Ghana's Afadzato South District, aligning with the objectives of the study. The framework from theories such as Stakeholder Theory, Social Exchange Theory, and Structuration Theory, along with a multi-layered governance model (Commission on Global Governance, 1995) and the comprehensive framework of tourism governance by Perchlaner and Volggar (2013). These theories and models formed the core themes explored in this study, serving as the foundation for evaluating tourism governance in the Afadzato South District.

In this framework, human agency is represented by both state and non-state actors. State actors include the GTA, District Assembly, Regional Coordinating Council, and the MoTAC, while non-state actors include traditional leaders, community members, and tourism businesses. Giddens emphasizes that agency is central to sociological inquiry, highlighting that human actions are not predetermined. Rather, actions constitute an ongoing process that cannot be reduced to simple reasons and motives but involves continuous monitoring and rationalization of daily activities (Turker, 1998). According to Giddens, agency involves practical consciousness, wherein individuals possess the knowledge required to effectively engage in social life. It also entails the ability to reflect on one's experiences and provide reasons for one's actions. This conscious and routine rationalization of actions is crucial for self-security. Giddens (1984) underscores an individual's capacity to act, influence the external world, or resist external interventions as the essence of being an agent (Giddens, 1984).

Giddens further emphasizes the importance of understanding the interplay between action and structure, which he refers to as the duality of structure. In this duality, individuals reflexively reproduce their social lives. Structures, in the context of the framework, encompass the existing regulations and beliefs of traditional communities. They represent the rules and resources organized within social systems, including cultural aspects, such as norms, customs, traditions, and ideologies. Structures involve knowledge of how social actors should conduct themselves, the social practices used to acquire that knowledge, and the potential effects of these practices (Giddens, 1979).

The third section of the framework discusses the principles of good governance, the axis on which governance structures can work effectively with the following five attributes:

- Accountability, which refers to non-state actors and leaders, must account for the stewardship of the people.
- Transparency refers to the publicity of political information and community members being informed about all activities.
- Legitimacy refers to the state or quality in which social order and authority are voluntarily recognized and obeyed.
- The rule of law–the supreme principle of public political administration–should be observed by all government officials and citizens.

- Effectiveness refers to management efficiency, minimized administrative costs, and inefficient administrative activities that are out of tune with good governance. The higher the level of good governance, the higher the effectiveness of the administration.

The contextual component of the framework highlights the issues of collaboration, power relations, and governance challenges. The study explored four types of collaboration: differentiated shared powers of state and non-state actors, power of land ownership, and the power of traditional beliefs of the people. The multidimensional governance challenges in the district were also analysed in the contextual issues guided by the three theories of the study.

Findings from the study collaborate with stakeholder theory, which is employed in identifying them, understanding interests and balancing them, promoting collaboration among them, and enforcing accountability and transparency in governance. Social exchange theory emphasizes mutuality in relationships, which is vital for sustainable and mutually beneficial partnerships that extend beyond short-term economic gains in tourism governance. The structuration theory for the duality of structure and agency posits that social systems are not just determined by rules and structures, but are also shaped by the choices and actions of individuals. The theory also helps analyse the norms and rules governing the tourism lens to examine power dynamics within tourism governance.

The expected outcome according to the framework when structures are based on good governance principles through the engagement of all stakeholders on the contextual issues the destination will witness the development of tourism in the district. This is possible through stronger collaboration among stakeholders, sustainable development of tourism resources, shared values for all actors, and enforcement of relevant tourism laws and regulations.

Conclusion

Based on these objectives, the study reached four conclusions. First, key actors in tourism governance in the Afadzato South District were identified and categorized as state and non-state actors. State actors at the national level primarily assumed supervisory roles with a top-down structure, while regional-level state actors were involved in peace and stability efforts. Non-state actors play major roles in resource identification, attraction development, and visitor management. Stakeholders' perspectives lean toward government leadership and appreciate the relevance of Regulation L.I. 2393 in tourism governance processes in the district.

Second, according to the participants, there were four types of collaboration between state and non-state actors in tourism governance: (Type 1), collaboration among certain government bodies at regional and district levels (Type 2), collaboration primarily among tourism businesses and site managers (Type 3), and informal collaboration with mixed perceptions between the district and the community (Type 4). These conclusions underscore the essence of collaboration as individuals and businesses work together. Moreover, they resonate with the principles of reciprocal relationships, emphasizing the mutual existence and long-term thriving among stakeholders involved in tourism governance (Bricker & Donohoe, 2015; Freeman, 1984; Marzuki & Hay, 2016).

Third, within the study area, the participants highlighted three main aspects of power relations among stakeholders. First, state actors possess legitimate power, albeit with challenges stemming from various sources of their authority. Second, land ownership holds significant power, occasionally impeding community leaders and communities from using land for tourism development. Third, traditional and cultural values wield invisible power, functioning to safeguard site conservation and deter undesirable practices, concluding the multifaceted nature of power dynamics in the context of tourism governance.

Finally, the multifaceted dimension of governance challenges came to the fore, premised on stakeholders' comprehension of governance structures, revealing a significant misunderstanding of the essence of tourism among participants. Recognition of weak governance structures and a lack of consensus on their form and structure, collaboration difficulties, inadequate road networks to tourist sites, disputes over land ownership, divergent family views on land use for tourism, loss of natural beauty, and social capital challenges, including a deficiency in mutual respect, involvement, and fairness within the community.

Recommendations for Policy and Practice

Based on the study's findings and conclusions, the following recommendations are proposed to enhance tourism governance processes at the district, regional, and national levels:

- At the national level, state actors should maintain their supervisory roles through the effective engagement of relevant stakeholders using a top-down approach.
- At the lower level in the region, state actors should expand their responsibilities beyond providing peace and stability to include tourism resource identification, attraction development, and visitor management at the district level.
- The GTA should collaboratively lead the implementation of Section 42 of ACT 817 on the Public-Private Partnership to change residents' perceptions regarding the government's leadership role in governance.

  Inclusive governance fosters a sense of belonging and social cohesion by actively involving diverse groups in decision making. When individuals feel included and valued, they are more likely to cooperate with each other and work towards common goals, leading to stronger communities and reduced social tensions.
- The governing body of tourist sites, as outlined in Regulation L.I 2393, is limited to the GTA, District Assembly, and the Traditional Authority. The concerns of landowners, fetish priests, and community leaders to be part of the governing body should be addressed administratively.

  Furthermore, inclusive governance fosters a sense of belonging and social cohesion by actively involving diverse groups in decision making. When individuals feel included and valued, they are more likely to cooperate with each other and work towards common goals, leading to stronger communities.

- Engagement and awareness programmes by relevant bodies such as the GTA, District Assembly, and Tourism Management Committee are vital to educating the community about the collaborative nature of governance.

In the area of collaboration and collaborative governance

- Weak collaboration among state actors can be bolstered through the establishment of inter-ministerial and inter-agency bodies, backed by a legislative instrument to enforce compliance.
- A collaborative governance strategy should be adopted, led by the District Assembly, involving all relevant stakeholders to effectively address multifaceted governance challenges.
- Tourism businesses in the district should unite under an association supervised by GHATOF's regional branch to foster cooperation and collaboration and to minimise unhealthy competition.

The challenges associated with land usage in the district are real and will not go away without special attention to them.

- The District Assembly, GTA, and Tourism Management Committee should convene discussions and develop practical solutions, possibly through bylaws, to address land use challenges.
- The preparation of a strategic tourism development plan by the District Assembly, including a land use plan, is recommended to regulate land transactions and protect areas of historical significance.

- Social capital plays a vital role in promoting cooperation, trust, and reciprocity within communities. It enhances collaboration, facilitates information sharing, supports economic development, strengthens social cohesion, and improves governance. Investing in social capital can yield significant benefits for individuals, organizations, and societies by fostering resilient, inclusive, and prosperous communities.
- Foster open dialogue and participation among community members and stakeholders to resolve social capital challenges.
- Improving communication channels and transparency within the tourism management community to build trust and reduce misunderstandings.
- Preserve and uphold traditional and cultural values that support conservation efforts as they contribute to the destination's uniqueness and appeal.

Recommendations for Future Research

This study aimed to assess tourism governance in the Afadzato South District, a destination with many tourism resources and governance issues. Admittedly, these findings reflect the community perspective. The following areas need to be explored in future research. Findings from objective research could serve as a baseline for Regulation L.I 2393 for tourist sites, as this study coincides with the first implementation of the regulation in the country. Future studies should examine these changes and measure the expectations of regulation implementation. Tourist destinations involve different methods of participation in the tourism decision-making process, including both the host destination and visitors. Future studies should examine the perspectives of tourists who visit the destination, preferably using a quantitative lens to enrich the studies. This study provides a solid foundation for future studies and insights into tourism resource management in the district.

Contributions to Knowledge

While there are several studies on tourism governance in Ghana, the literature has primarily focused on collaboration among stakeholders in the Central Region, which is known as the tourism heart of Ghana. Much of the literature assumes that collaboration, cooperation, and coordination are central to tourism governance. In this study, collaboration, power relations, and governance challenges were explored and analysed contextually in a new district with unique attributes such as its strategic location, traditional and cultural values, and the development of tourism resources.

In assessing governance issues at this destination, the study highlights the significance of government authority and how tourism cannot be apolitical, but requires the democratic involvement of all stakeholders. This study has developed a framework to assess tourism governance contextually, and contributes to both methods and a perspective that can be applied to assess tourism governance in other destinations or districts in Ghana. The importance of good governance principles was underscored in the study and is therefore critical for tourism destination development.

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APPENDICES

APPENDIX A

Profile of Interviewees/ Study Participants

A. Private Sector

Code	Sex	Age	Level Of Authority	Years Of Experience	Marital Status	Education
PR 01	Male	69	Linguist Tafi Paramount Area	47	Married	Tertiary
PR 02	Male	40	Site Manager Tafi Monkey Village	15	Married	SHS
PR 03	Male	62	Owner And Manager Liate Soba Snake Farm	24	Married	SHS
PR 04	Female	62	Leader Kente Village	10	Married	Elementary School
PR 05	Male	70	Site Manager Logba Tota	6	Married	Tertiary
PR 06	Male	30	Tourism Media Person	3	Single	Vocational
PR	Male	88	Chief Of Wote	26	Married	Post Graduate

07						
PR 08	Male	44	Tour Guide	28	Married	SHS
PR 09	Male	25	Site Manager Afadzato /Tagbo Falls	2	Single	SHS
PR 10	Male	58	Assembly Man/ Former Site Manager	7	Single	Vocational
PR 11	Male	50	Chairman Of Management Board	20	Married	PhD.Candidate
PR 12	Male	48	Hotelier/Tour Guide	20	Married	O' Level
PR 13	Female	38	Tour Operator/Ngo	15	Married	Post Graduate
PR 14	Male	70	Leading Tour Guide/Tourism Consultant	20	Married	Post Graduate

APPENDIX B

B. Public Sector

Code	Sex	Age	Level Of Authority	Years of Experience	Marital Status	Educational Level
PB 01	Male	56	Chief Director MOTAC	15	Married	Post Graduate
PB 02	Male	52	Director MOTAC	14	Married	PhD
PB 03	Male	45	DCE Afadzato South	5	Married	Post Graduate
PB 04	Male	48	Director Planning Afadzato South	8	Married	Post Graduate
PB 05	Male	50	Regional Director GTA	16	Married	Post Graduate
PB 06	Male	40	Officer, GTA Regional Office	10	Married	Graduate
PB 07	Male	52	Director Regional Coordinating Council	12	Married	Post Graduate

APPENDIX C

In-Depth Interview Guide

Respondents from the Public Sector

Dear Sir/Madam,

My name is Spencer Doku. I am a student at the University of Cape Coast Department of Hospitality and Tourism Management conducting research in fulfilment of requirement for the award of PhD. Topic: Tourism governance in the Afadzato South District of the Volta Region Ghana. Your participation in this project will involve participating in an in-depth interview with the researcher. However, if you have any reservations about some of the questions or have any discomfort, you have every right to refuse to answer that specific question or terminate the discussion. The findings are expected to be used for academic purposes contribute to knowledge and guide policy interventions on tourism governance in the country.

Your participation in this project is entirely voluntary and it is your right to withdraw at any point. Nonetheless, your full participation is highly encouraged.

Thank You.

Consent

I have read the forgoing information or it has been read to me and I have understood the conditions. I have had the opportunity to ask questions for further clarification to my satisfaction.

I consent voluntarily to participate in this study and I understand that I have the right to withdraw from the study at any point in time.

Issue 1: Identify structures of tourism governance at the Afadzato District Assembly

1. Would you identify your Agency as one of the main stakeholders in tourism governance structure in the district?
2. Why do you consider your agency as a main stakeholder in the governance structure?
3. How would you describe your stakeholder role in the governance structure? (High) (Medium) (Low)
4. What action or specific activities do you undertake as a tourism stakeholder?

L.I 2393. Regulation 3. on governance of attraction stipulates that the governing body of a tourist site shall include at least one each of the

a) Ghana Tourism Authority
b) Respective District Assembly
c) Respective Traditional Authority

5. What is your comment on this?
6. When we talk of tourism governance, what is your understanding of it?
7. In this district, what tourism governance structure do you have in place?
8. Which agency/agencies do you consider as currently leading the destination governance structure in the district assembly? How is it doing it?
9. Is the current structure favorable for tourism development? Would you explain?

10. What changes do you think are necessary to support the governance structure?
11. How important do you think DMOs are in the tourism governance structure in the district?
12. What roles do you think DMOs are supposed to be playing to help tourism governance in the district?

Issue 2: Examine the nature of collaboration among stakeholders in tourism

1. What is the nature of cooperation among the public sector agencies?
2. What rapport exist between your unit and other gov't units towards the governance of tourism or development of tourism in the district?
3. Apart from district gov't units, which other institutions does your unit relate with towards tourism governance in the district? And how?
4. How do you collaborate with these institutions towards tourism governance in the district?
5. For what reasons do you collaborate with these institutions
6. What are some identified existing mutual benefits/specific outcomes from collaboration among the public Agency stakeholders? Can you elaborate if there were some in the past?
7. As a unit, how do you collaborate with the private sector in the tourism governance in the district?
8. What sort of coordination exist between the public (your unit) and the private sector towards tourism governance/development in the district?

9. What are some identified existing mutual benefits/specific outcomes from collaboration among the public-private stakeholders?
10. What are the barriers of coordination between the private and the public sector (your unit)? Explain
11. Do you think the nature/level of collaboration currently in place is the best? Why that view

Issue 3: Analyse the nature of power relations among tourism stakeholders

1. Do you think that the different level of authorities/power of stakeholders in the district affects the tourism governance/development in the district? How, can you explain?
2. Do you think that the role of the public sector necessarily having impact on the tourism governance in the district? Why do you think so?
3. How would you rate your influence or power in the tourism governance structure (H) (M) (L)?
4. What particular authority/roles had private sector exercised/performed that had affected the governance of tourism in the district? What specific things have they done
5. Tourism related NGOs have they made any impact on the destination governance in the district?
6. How relevant are the traditional rulers in maintaining the culture heritage of the people in the district?
7. How are issues relating to nature and conservation of natural resources managed in the district?

8. What local bye laws and beliefs do know about that is guiding tourism development in the district?
9. What impacts do you think these bye laws and beliefs among the communities have on, social capital, cultural and natural resources, and the development of tourism the district.

Issue 4: Explore the perspectives of trust among stakeholders in tourism governance structure

1. What is the status of the tourism resources audit of the District Assembly?
2. Are the revenue streams from tourism resources identified?
3. Do you trust that the revenue streams of resources in the district is correct? Your comment

LI 2393. Regulation 4. Where investments are made by any of the members of the governing body or any other person in the tourist site the revenue accrued from the tourist site shall be shared in the agreed proportion.

4. Do you agree to this proposition?
5. Who is leading in tourism resource mobilization and distribution in the district?
6. Do you trust the one leading the process? Explain
7. What role do you play in the resource mobilization and distribution in the district?
8. Do you trust other stakeholders in the public sector efforts in tourism resource mobilization and distribution?

9. Can you rely on the private sector involvement in resource mobilization? Explain
10. What can we do to improve on level of trust with regards to tourism resource mobilization and distribution?
    i. Among the public sector stakeholders
    ii. Between the public and private stakeholder
    iii. Other stakeholders (NGOs)

Issue 5: Analyse the challenges of tourism governance at the district assembly

1. What are the specific challenges of the public and private sector within the context of tourism governance in the following areas;
    i. Structures
    ii. Resources Mobilization
    iii. Enforcement of regulation
2. What are the challenges between the public and the private sector in the following areas;
    i. Power relations
    ii. Collaboration
    iii. Perspective of Trust

DMO are supposed to support extensively destination governance.

3. Do you think this theory will be helpful for the District Assembly?
4. Elaborate on some challenges that may be encountered with DMO involvement in the destination governance.

APPENDIX D

In-Depth Interview Guide

Respondents form the Private Sector

Dear Sir/Madam,

My name is Spencer Doku. I am a student at the University of Cape Coast Department of Hospitality and Tourism Management conducting research in fulfilment of requirement for the award of PhD. Topic: Tourism governance in the Afadzato South District of the Volta Region Ghana. Your participation in this project will involve participating in an in-depth interview with the researcher. However, if you have any reservations about some of the questions or have any discomfort, you have every right to refuse to answer that specific question or terminate the discussion. The findings are expected to be used for academic purposes contribute to knowledge and guide policy interventions on tourism governance in the country.

Your participation in this project is entirely voluntary and it is your right to withdraw at any point. Nonetheless, your full participation is highly encouraged.

Thank You.

Consent

I have read the forgoing information or it has been read to me and I have understood the conditions. I have had the opportunity to ask questions for further clarification to my satisfaction.

I consent voluntarily to participate in this study and I understand that I have the right to withdraw from the study at any point in time.

Issue 1: Identify structures of tourism governance at the Afadzato District Assembly

1. Would you identify yourself or community as one of the main stakeholders in tourism governance structures in the district?
2. Why do you consider yourself as a main stakeholder in the governance structure?
3. How would you describe your stakeholder role in the governance structure? (High) (Medium) (Low)
4. What action or specific activities do you undertake as a tourism stakeholder?

L.I 2393. Regulation 3. on governance of attraction stipulates that the governing body of a tourist site shall include at least one each of the

d) Ghana Tourism Authority
e) Respective District Assembly
f) Respective Traditional Authority

13. What is your comment on this?
14. When we talk of tourism governance, what is your understanding of it?
15. In this district, what tourism governance structure do you have in place?
16. Which agency/agencies do you consider as currently leading the destination governance structure in the district assembly? How is it doing it?
17. Is the current structure favorable for tourism development? Would you explain?

18. What changes do you think are necessary to support the governance structure?
19. How important do you think DMOs are in the tourism governance structure in the district?
20. What roles do you think DMOs are supposed to be playing to help tourism governance in the district?

Issue 2: Examine the nature of collaboration among stakeholders in tourism

1. What is the nature of cooperation and coordination among the private sector stakeholders?
2. How are the issues of interdependence of stakeholders within the private sector addressed?
3. What is the nature of coordination and cooperation between the public and the private sector?
4. What are some identified mutual benefits from collaboration of stakeholders from the private sector?
5. Are there some existing mutual benefits of collaboration between private and the public sector stakeholders?
6. Can you elaborate if there were some in the past?
7. What are the barriers of communication between the private and the public sector?
8. What sort of coordination exist between the private sector and public agencies toward tourism governance/development in the district?

9. What are the barriers of coordination between the private and the public sector? Explain
10. Do you think the nature/level of collaboration currently in place is the best? Why that view?

Issue 3: Analyse the nature of power relations among tourism stakeholders

1. Do you think that the different level of authorities/power of stakeholders in the district affects the tourism governance/development in the district? How, can you explain?
2. What particular authority/roles had DMOs exercised/performed that had affected the governance of tourism in the district? What specific things have they done?
3. How relevant are the traditional rulers in maintaining the culture heritage of the people in the district?
4. How are issues relating to nature and conservation of natural resources managed in the district?
5. What local bye laws and beliefs do know about that is guiding tourism development in the district?
6. What impacts do you think these bye laws and beliefs among the communities have on, social capital, cultural and natural resources, and the development of tourism the district

Issue 4: Explore the perspectives of trust among stakeholders in tourism governance structure

1. What is the status of the tourism resources audit of the District Assembly?
2. Are the revenue streams from tourism resources identified?
3. Do you trust that the revenue streams of resources in the district is correct? Your comment

LI 2393. Regulation 4. Where investments are made by any of the members of the governing body or any other person in the tourist site the revenue accrued from the tourist site shall be shared in the agreed proportion.

4. Do you agree to this proposition?
5. Who is leading in tourism resource mobilization and distribution in the district?
6. Do you trust the one leading the process? Explain
7. What role do you play in the resource mobilization and distribution in the district?
8. Do you trust other stakeholder in the public sector efforts in tourism resource mobilization and distribution?
9. Can you rely on the private sector involvement in resource mobilization? Explain
10. What can we do to improve on level of trust with regards to tourism resource mobilization and distribution?
    i. among the public sector stakeholders
    ii. Between the public and private stakeholders

iii. Other stakeholders (NGOs)

Issue 5: Analyse the challenges of tourism governance at the district assembly

5. What are the specific challenges of the public and private sector within the context of tourism governance in the following areas;

i. Structures

ii. Resources Mobilization

iii. Enforcement of regulation

iv. What are the challenges between the public and the private sector in the following areas;

v. Power relations

vi. Collaboration

vii. Perspective of Trust

DMO are supposed to support extensively destination governance.

i. Do you think this theory will be helpful for the District Assembly?

ii. Elaborate on some challenges that may be encountered with DMO involvement in the destination governance.

APPENDIX E

ETHICAL CLEARANCE

UNIVERSITY OF CAPE COAST

INSTITUTIONAL REVIEW BOARD SECRETARIAT

TEL: 0558093143 / 0508878309

E-MAIL: irb@ucc.edu.gh

OUR REF: UCC/IRB/R/1/1139

28TH JUNE, 2021

Mr. Spencer Doku
Department of Hospitality and Tourism Management
University of Cape Coast

Dear Mr. Doku,

COMMENTS ON YOUR RESEARCH PROTOCOL

The University of Cape Coast Institutional Review Board (UCCIRB) has approved your request for ethical clearance to conduct a research titled **Tourism Governance in the Afajato South District of the Volta Region, Ghana**. The approval is subject to you considering the comments below and making the necessary revision in your current protocol:

1. Who are the Area Council Members and what is informing your selection of 5?
2. In your sampling section, kindly indicate who will be selected from the communities?
3. Why will only one person be selected from the Hotel Association?
4. How many tour guides will be selected to participate in your study?
5. Identify ethical training that would be provided to the Field Assistants.
6. Make provision for COVID-19 health and safety protocols in your budget and field work.
7. What will the Field Assistants actually do under data collection?
8. Provide ethical issues involved in using electronic gadgets for research purposes.
9. What will happen to the paper copies of your data after the data analysis?
10. Revise your work plan. Let it reflect that data collection will begin after ethical clearance.
11. Use lay terminologies in your 0general information about research section of the informed consent form.
12. ''…, the researcher will skip such questions…'' Then there is the need to delete such questions as well.
13. You are likely to have some vulnerable population like pregnant women and elderly people among your research participants. Please tick the appropriate sections in your Checklist.
14. Please reconsider the areas you ticked for the questions under ''other materials, documents and study instruments (patient recruitment material, Questionnaire)'' and revise.

You are required to revise your protocol by incorporating the above comments, highlight all corrections effected in the revised work and send a soft copy of the revised protocol to the UCCIRB Administrator for the Board's consideration. Please provide us with a write up on how you have effected the changes in your revised protocol. Submit one hard copy of the approved revised work to the office.

Yours faithfully,

Samuel Asiedu Owusu, PhD
UCCIRB Administrator

ADMINISTRATOR
INSTITUTIONAL REVIEW BOARD
UNIVERSITY OF CAPE COAST

APPENDIX F

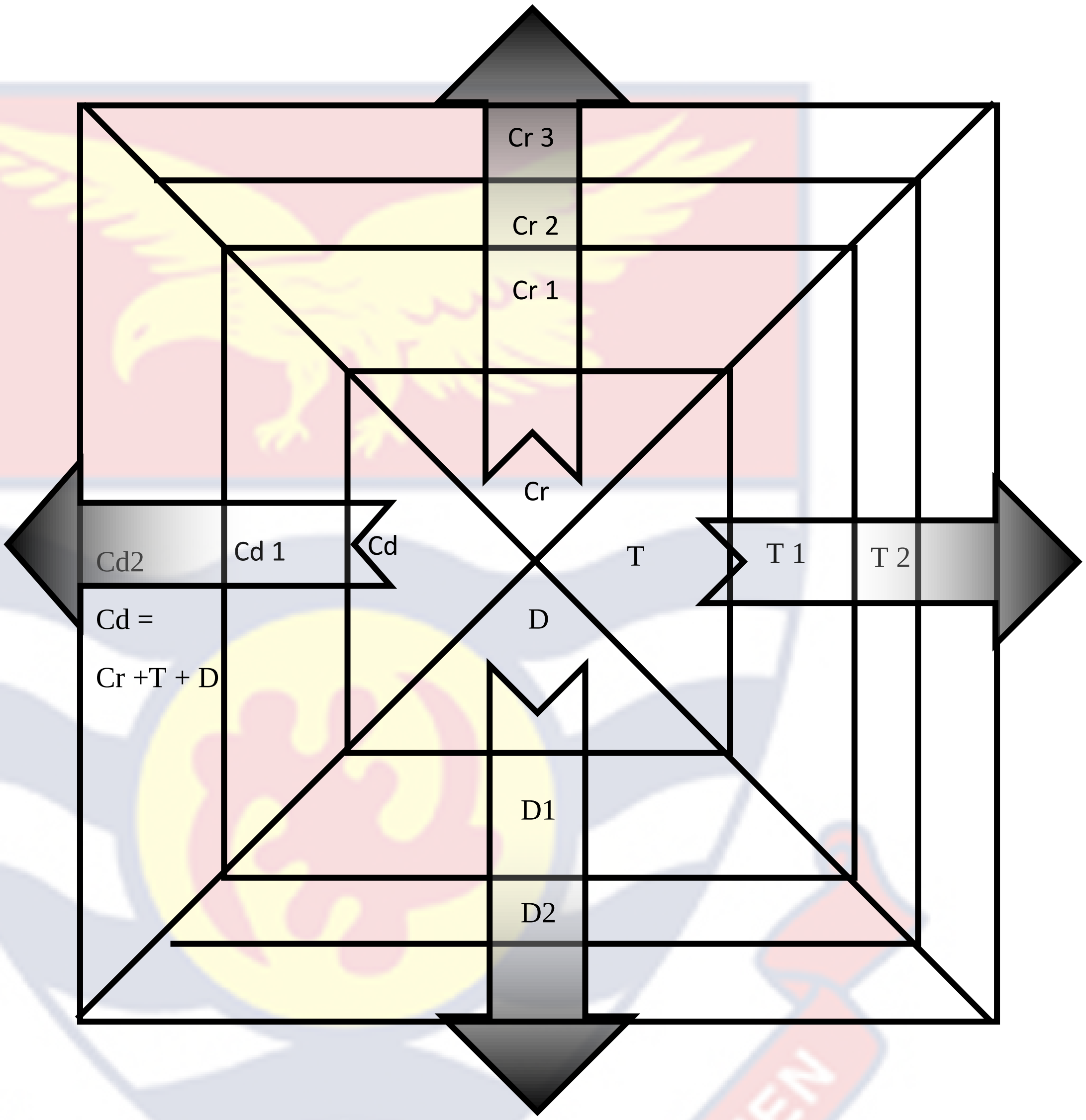

Figure 2: Trustworthiness check of the research

Source: Author's construct

Cr—Credibility

Cr1---More than 4yrs studies about the subject matter

Cr2—Extensive learning about the study area before fieldwork

Cr3---10 days staying in the community with a team for the fieldwork.

T-----Transferability

T1----Audio recording of all interviews recorded and transcribed

T2----Visits to site documented.

T3---Sufficient details of all processes provided

D-----Dependability

D1 ----Primary and Secondary data sources were used

D2 ------Some participants validated the final report.

Cd------Confirmability

Cd1 -----Researcher positionality and reflexivity discussed

Cd2-----Cd = Cr+T+D

From the diagram of the trustworthiness of the research work. The check found proof of credibility, transferability and dependability aggregating into confirmability a key attribute of qualitative research.