

Incorporating sustainable development principles in the governance of Dutch domestic tourism: The relevance of boundary judgments

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Abstract

This research is an exploratory investigation into factors responsible for the inadequate incorporation of sustainable development principles into governance of Dutch domestic tourism. The *research methodology* of the study from which this paper originates consists of: literature and document analysis; 27 in-depth interviews with political (parliament members), public (ministries, provincial authorities, IPO, VNG), commercial, knowledge and NGO actors; and a survey of perceptions, governance preferences and values by means of a questionnaire returned by 44 respondents in all the above actor-categories. This paper is mainly based on that survey, but against the background of the findings of the other parts of the study.

These findings were that governance innovations for sustainability have been so far *limited and symbolic*. There is a mismatch between the UNEP-WTO recommendations and how the Dutch tourism governance looks like. The approach to decentralization chosen in the country and the thematic rather than sectoral organization of policies makes it difficult to implement many UNEO-WTO recommendations on governance structure features. A policy gap emerged under decentralization, as three-quarters of municipalities do not have tourism policies (Tammeling, 2006), allowing for uncontrolled unsustainable developments. There is *no problem owner* for sustainable tourism. The general public and many organizations have a very low problem perception. Ministries explicitly point to each other and sub-national authorities. Likewise the association of sub-national authorities points to the ministries. Most commercial tourism actors are not interested in sustainability beyond the economic and (client/worker) security dimensions. While sustainability is 'hot' and tourism is 'booming', sustainable tourism is clearly 'low politics' (Princen and Rhinard 2006).

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In the absence of public debate, changing such situation is dependent on the opinions of people inside stakeholder organizations. The survey revealed that among such 'insiders' the support for sustainable tourism governance and policies was generally much larger than the positions their organizations take in practice until now. Large majorities prove in favor of some form of national coordination and of the application of national policy instruments to guide sub-national policy and planning, though most prefer rather weak instruments.

We investigate what backgrounds explain to what extent such opinions are held. On the one hand we discern the growth and protection orientations. These are linked to the concern for environmental and nature impacts of tourism and the desire to capture a share of international tourism growth. These orientations have a clear link with the nature of the organizations the respondents are part of. On the other hand we investigate the relation with the perception of the domain of 'sustainable tourism'. What policy subfields are regarded as relevant for 'sustainable tourism'? Interpretation of what sustainable tourism is all about is an aspect of problem perception that in principle can frame a lot of other relevant perceptions and opinions. On the issue of these so-called 'boundary judgments' we see substantial differences among the respondents too. Divergent boundary judgments can impede any attempt to develop more coordinated governance and more coherent policies. The two most important dimensions (or 'factors') among the boundary judgments are again one that loads predominantly on growth related aspects and one that loads predominantly on protection related aspects. While there are correlations between the boundary judgments and the orientations, they are far from identical. Both orientations and boundary judgments seem to contribute to the explanation of opinions on governance of the tourism sector and instruments for sustainable tourism.

This provides an interesting extra opportunity to influence the debate. While there is a strong link between the growth or protection orientations of respondents and the nature of the organizations they work for (making it difficult to change them), their boundary judgments seem to be spread almost randomly, making this factor a much more promising 'point of action'.

1. Introduction

- *sustainable tourism*
- *policy preferences*
- *boundary judgments*
- *research questions*
- *methodology*
- *overview paper*

2. Sustainable tourism policy in the Netherlands

In the Netherlands several stimuli for sustainable tourism governance innovations can be differentiated, though they are quite soft. The 1992 and 2002 international treaties for sustainable development were transposed in national governmental strategies for sustainability, addressing among others also domestic tourism. At European level, there is no guidance in the EU Treaty regarding a community policy for tourism. So far, EU perceives its role as setting general goals for sustainable tourism. It is up to Member States to choose how these goals are achieved, if endorsed.

In our study we first assessed the degree to which sustainable tourism governance and policy has been developed in the Netherlands (Dinica 2008, Dinica and Bressers 2008). The research methodology consisted of: literature and document analysis and 27 in-depth interviews with political (parliament members), public (ministries, provincial authorities, IPO, VNG), commercial, knowledge and NGO actors. Next to these sources a survey was held to gather insight into the relevant perceptions, governance preferences, sector knowledge and values by means of questionnaire returned by 44 respondents in all the above actor-categories. The next sections of this paper are predominantly based on this survey. But first we present some main conclusions based on the other sources.

Some governance structure features were selected for analysis: 1) national-level governmental actor structure, and 2) strategies and policy instruments, including those to support coordination across governance scales. The findings on these three features for the Dutch domestic tourism governance were compared to the governance recommendations formulated in the joint report issued by United Nations Environment Program and World Tourism Organization: "Making Tourism More Sustainable – A Guide for Policy Makers" (Paris, 2005).

The first finding is that governance innovations for sustainability have been so far *limited and symbolic*. There a mismatch between the UNEP-WTO recommendations and how the Dutch tourism governance looks like. The UNEP-WTO report recommends that "Irrespective of the location of tourism within government, (...) there should be a formal structure and process for inter-ministerial cooperation of tourism", ideally formalized in binding cooperation

protocols. The informal platform for information exchange established in 2005 with the participation of the four most important ministries falls short of this. The policies of the four ministries remain hardly coordinated.

National tourism strategies based on sustainability are expected by UNEP-WTO to be elaborated and “provide a framework for tourism policies and actions at local level”. Analysis of all Dutch tourism policy documents indicates the absence of a genuine national-level tourism development strategy, needed as a building block of a sustainable tourism strategy. Only two policy instruments were adopted so far, trying to bring closer the policy domains of tourism/recreation to nature and environment - 1995 Policy Agenda Environment, Tourism and Recreation and the 2006 Sustainable Tourism Policy. They are both only symbolic policy innovations, falling short of their goals. Vertical coordination across tourism governance scales is recommended for sustainable development, especially in countries with high degree of decentralization, but missing in the Netherlands.

The interviews reveal that the main obstacle in the innovation of tourism governance for sustainability is rooted in the generally liberal political ideology held by numerous political and public actors, in combination with a low political saliency. While high political sensitiveness and public debate often produces exceptions to the general tendency, this is far from the case here. In the last two decades, the principles of decentralization and deregulation swept the tourism sector and some of the most relevant policy domains. The approach to decentralization chosen in the country makes it difficult to implement many UNEP-WTO recommendations on governance structure features. Political and public authorities at all levels appear to oppose all policy instrument types for more vertical and horizontal coordination in tourism development, including the monitoring of sub-national policy-making activities, sector impacts, and policy impact assessments. A policy gap emerged under decentralization, as three-quarters of municipalities do not have tourism policies (Tameling, 2006), allowing for uncontrolled unsustainable developments.

A political and administrative preference for theme-regulation, rather than sector-regulation is a second impeding factor. ‘Sector policy’ is not used by policy workers and politicians anymore, being viewed as outdated. This excludes the adoption of an integrated tourism policy at all, be it sustainable or not, especially since coordination between policy domains is lacking (Caalders 2002).

There is no problem owner for sustainable tourism. Ministries point to each other and sub-national authorities. Likewise sub-national authorities point to each other and/or to ministries. Due to very narrow policy domain perceptions, there is no ministerial or sub-national actor that views itself as a guardian for sustainable tourism. Most relevant public actors do not even view themselves as stakeholders in the development of tourism, or its sustainability and point to commercial actors (Stoep and Brand 2006). Most commercial tourism actors are not interested in sustainability beyond the economic and (client/worker) security dimensions.

The UNEP-WTO report argues that governments must play a role in sustainable tourism development because they are responsible for spatial planning legislation and infrastructure supply, on which commercial actors have no influence. Governments are also responsible for an adequate environmental, nature, labor and social welfare policy. Sustainability governance along the lines of UNEP-WTO principles is coordination, planning, and joint vision development. But these governance principles are hardly compatible with the liberal principles that currently underpin the Dutch domestic tourism governance, rejecting coordination and moving away from planning.

While sustainability is 'hot' and tourism is 'booming', sustainable tourism is clearly 'low politics' (Princen and Rhinard 2006, McCormick 1980). In the absence of high political saliency and much public debate, changing such situation is dependent on the opinions of people inside stakeholder organizations. In the next sections we will deal with the perceptions and preferences of such people and try to investigate how these preferences are rooted.

3. Stakeholder's opinions on governance and instruments

To gather information about the opinions of people involved in tourism governance in the Netherlands, a survey was sent to various political parties in parliament, ministries, agencies, provincial authorities, tourism industry sector organizations, public recreational facilities management organizations, associations representing interests of tourists, environmental and nature NGOs and knowledge actors. Within the provinces the questionnaire was sent to various branches, but the responses came predominantly from the economic affairs branch. Only two of the political parties responded, further indicating the 'low politics' character of the subject. All in all 44 questionnaires were returned.

While the non response will over represent the most involved people in our sample, we do not see this as a disadvantage, but as a welcome further pre-selection, given our purpose to precisely contact these 'most involved' people, having the highest potential to promote or impede changes.

A first point of attention is the present absence of a strong coordination device. Most of our respondents consider it necessary to create a unified national-level structure for tourism and recreation. In order of the weight of such proposed structure:

- | | |
|---|----|
| 1. a separate ministry | 5 |
| 2. a separate secretary of state | 6 |
| 3. a central coordination point at one
of the relevant ministries | 13 |
| 4. a permanent interdepartmental coordination
structure linked to all ministries | 5 |
| 5. doubt about national coordination structure | 2 |
| 6. against new national coordination | 6 |

That sub-national actors should be supported by national non-compulsory guidelines on how to implement regulation for tourism and recreation in nature areas is strongly agreed by 6, agreed by 20, while 13 are neutral, 2 disagree and 1 strongly disagrees. A similar question on how to use tourism taxes to facilitate sustainable developments in tourism receives a more mixed response: strongly agreed by 10, 11 agreed, while 7 are neutral, 11 disagree and 4 strongly disagree. A more general proposition that national policy instruments should guide sub-national policy and planning for sustainability in tourism and recreation again gets quite some support: strongly agreed by 6, 20 agree, 10 are neutral and 6 disagree. So, while under these 'insiders' there seems to be considerable support for the strengthening of coordination, it is also clear that support wanes when mechanisms get stronger.

Even more interesting is the proposed strength of the instruments for the last purpose. Respondents could tick one or more of the following: direct regulation, best practice instruments, like benchmarking, and soft instruments, like recommendations. The result was as follows (in order of proposed strength):

1. all instruments	2
2. direct regulation & soft instruments	5
3. direct regulation	7
4. best practice and soft instruments	5
5. best practice instruments	12
6. soft instruments	5

As one can see the response is quite mixed, but only a minority of 14 of the 36 people who answered this question wants to include direct regulation to guide sub-national sustainable tourism policy and planning.

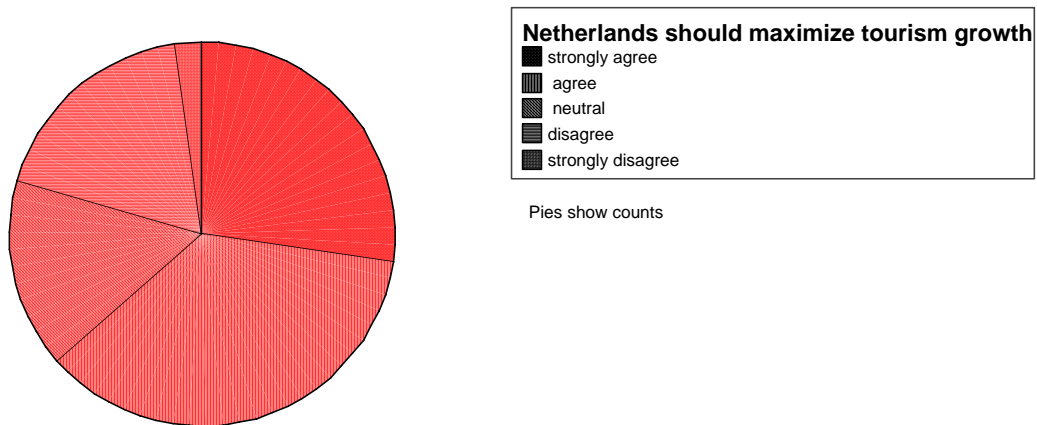
Other instruments with which the national state can exert influence are indicators for monitoring impacts, joint vision development between state and provinces on land use and distribution, environmental impact assessment and selective marketing. Generally support declines as options get more in the direction of interfering with the distribution of tourism and recreation developments. Indicators for nature & landscape (5 disagree); spatial impacts (4 disagree) and local social impacts (8 disagree) are clearly supported. Joint vision development between state and provinces on land use for tourism is agreed by 33; with 3 neutral and 8 disagree. When this joint vision gets to the distribution and intensity of various types of tourism and recreation, the response is more hesitant: 23 agree, 11 are neutral and 9 disagree. Widening the scope of environmental impact regulation to include more tourism projects is agreed by 16, with 13 neutral and 8 opposing. Finally, avoiding state financed marketing of Dutch tourism products or destinations where negative impacts on social, environmental or nature & landscape conditions already have been recorded is agreed by 19, while 9 are neutral and 15 oppose.

All in all we conclude that in our sample the support for sustainable tourism governance and policies was generally much larger than the positions their organizations take in practice until now. Large majorities prove in favor of some form of national coordination and the application of national policy instruments to guide sub-national policy and planning, though most prefer rather weak instruments.

4. Problem concern as an explanatory factor

The preferences for governance and policy options are likely rooted in the goals and problem perceptions of the respondents, and those of their institutional affiliations. So we investigated to what extent their preferences can be explained by those factors.

The respondents are generally in favor of further growth of tourism. On the proposition that The Netherlands should try to capture as much as possible of the international growth in tourism volumes expected in the coming decades the following answers were given: strongly agree 12, agree 16, neutral 7, disagree 8, strongly disagree 1.



That does not imply that no one is concerned about the impacts on environment and nature. Of the respondents answering the questions about those issues 23 agree that there are already significant local environmental impacts (18 disagree, 3 don't know). For impacts on nature and biodiversity these figures are 20 agreeing and 24 disagreeing. For future growing impacts on both environment

and nature 12 are not worried, while most are concerned to a small (14 and 16) or moderate (16 and 12) extent, and a few even to a large extent.

The organization from where one originates has a clear relation to these viewpoints. All 16 representatives of public authorities (ministries, agencies, parties, provinces) and the 3 representatives of consumers (strongly) agree with the growth objective and among the commercial sector representatives is only 1 of the 8 'neutral'. Among the others (public recreation facility managers, environmental and nature NGOs and knowledge actors) the picture is quite different 2 (strongly) agree, 6 neutral, 9 (strongly) disagree. Within the same group of 17, only one respondent disagrees with already present negative environmental impacts and two with present negative nature impacts. This provincial nature protection official joins here with the rest of this group. The same group is also clearly more worried about negative impacts of tourism on environment and nature in the future. An interesting exception here is the group of five public recreational facility managers that are concerned about the environment, but not about nature.

All in all there seems to be a division between on the one hand a group with a pro-growth and relatively unconcerned orientation on tourism consisting of the 15 representatives of governments with the exception of the one nature official, but including the 8 representatives of commercial interests and the 3 representatives of consumer interests on the one side (23 in total), and on the other hand the pro-protection orientation of environmental NGOs, public recreation facility managers, nature civil servant and knowledge institutions (18 in total). We made this a new variable pro-growth rather than pro-protection orientation (in brief: "growth and protection orientation"). An intermediate conclusion can be that the organizations of the respondents with a growth orientation are typically more powerful than the organizations from with the protection oriented people originate.

Now, how are the governance and instrument preferences of the respondents related to these orientations? First we will address the preferences for a governance system as recommended by the UNEP-WTO. Do the protection oriented people favor more a national tourism and recreation coordination?

growth and protection orientations * preference for national tourism policy coordination Crosstabulation

Count		preference for national tourism policy coordination						Total
		a separate ministry for TR	state secretary dedicated to TR only	coordination by only one ministry, both tourism&recreation	permanent interministerial structure	hesitation	none	
growth and protection orientations	protection	0	3	4	2	1	3	13
	growth	5	3	9	3	1	3	24
Total		5	6	13	5	2	6	37

While the relation is weak ($Rho = -.210$, $p=.106$, $n=37$) and not statistically significant, the cross table shows almost the opposite is true. Five growth

oriented respondents are the only ones favoring a separate ministry and of the environmental NGO representatives one is hesitant and three even oppose national tourism coordination. Obviously these people are not at ease with such structure that could also be used for merely speeding up growth. This is further supported by significant negative correlations with the four environmental and nature concern variables (-.365 to -.461). Restricting the national coordination structure to the sustainability aspects of tourism would have prevented this outcome. But the purpose of UNEP-WTO to integrate sustainability considerations in coherent governance of tourism would then be lost too. If an integrated governance of tourism really is a prerequisite for its sustainable development, one should face the possibility that such management capacity can also be used for mere growth support.

A next issue is the instruments with which sub-national tourism policies could be guided. The relation between the growth and protection orientations and the strength of the policy instruments to be used to guide sub-national policy and planning for sustainability in tourism and recreation is quite clear (Rho = .641, p=.000, n=36).

growth and protection orientations * instrument preference recoded Crosstabulation

Count		instrument preference recoded						Total
		all	dir + soft	dir	best + soft	best	soft	
growth and protection orientations	protection	2	5	3	0	2	0	12
	growth	0	0	4	5	10	5	24
Total		2	5	7	5	12	5	36

In this case it was explicit from the question that sustainability of developments would be the purpose of the instruments, making surprises like with the governance structure unlikely. Between the preferences for the governance structure and for the strength of policy instruments there is absolutely no relationship (Rho = -.002).

The growth and protection orientations do not relate significantly with any of the other instrument variables, mentioned in section 3. Neither do these relate to the objective of Dutch tourism growth and most concern variables. An exception is the concern for future nature disruption. This variable correlates significantly with the preferences for the following instruments (and not with any of the others mentioned in section 3):

Indicators for nature & landscape	.344 p=.012 n=43
Indicators for spatial impacts	.430 p=.002 n=42
Indicators for local social impacts	.490 p=.001 n=41
Joint vision development between state and provinces on land use for tourism	.282 p=.032 n=43
Joint vision development on the distribution and	

intensity of various types of tourism and recreation .374 p=.007 n=42
 Avoiding state financed marketing of Dutch tourism product
 or destinations where negative impacts on social,
 environmental or nature & landscape conditions
 already have been recorded .341, p=.013, n=42

In this section we demonstrated that the growth and protection orientation of our respondents only has a clear relation with the preferred strength of the policy instruments to be used to guide sub-national authorities. It does not relate to the preferred tourism governance structure or the other instrument variables. Neither does as a matter of fact the objective to capture a good share of tourism growth. Of the environmental and nature concern variables especially the concern for future impacts on nature has some relation with a part of the other instrument preferences.

All in all the support by the stakeholders in our sample for the kind of governance and policy reforms recommended by the UNEP / WTO is far from completely explained by their economic growth goals, their concern about the environmental or nature problem situation, their institutional affiliations or the pro-growth rather than pro-protection orientation we derived from them. There is certainly room for an attempt to see whether another dimension of problem perception can contribute to our understanding of these preferences.

5. Boundary judgments as an explanatory factor

Exposé here about the nature and theoretical impacts of boundary judgments (core ISBP project):

- o *Domain consists of perceptions on: “what are we talking about”*
- o *Themes, scales and time perspectives, here only themes or policy (sub)sectors*
- o *Innovation needs openness to a broad array of subjects, but also a sufficient degree of consensus about the domain*

Sustainable tourism can have in principle a multiplicity of aspects (Butler 1999). In our survey we asked our tourism management insiders *to what extent* the sixteen policy themes mentioned are viewed as relevant for an integrated governance for the sustainable development of the Dutch domestic tourism and recreation sector (shown in order of ‘to a large extent’).

	Large	Moderate	Small	No
Nature conservation	28	7	6	1
Spatial planning	26	13	1	-
Mobility and transport	23	11	3	2
Environmental protection	19	19	3	-

Economic development	19	11	11	1
Coastal areas	17	14	5	4
Health and sports	16	11	10	3
Culture	15	14	8	1
Large cities policies	14	11	13	2
Water	10	21	9	1
Education and research	6	16	14	2
Labor	4	13	20	3
Trade and investments	4	13	19	2
Fiscal policies	4	11	18	6
Food safety	3	4	19	13
Crime and security	0	10	19	10

As we see, the concept of “sustainable tourism” is first of all and mainly linked by these Dutch tourism management insiders to ecological themes, and only thereafter to economic and social-cultural themes. Having said that, one can also observe that the general ‘economic development’ theme scores relatively high, while the ‘water’ theme scores relatively low.

The preference for a new national coordination structure for sustainable tourism is significantly correlated with the following boundary judgments:

Fiscal policies	.519	p=.001	n=32
Mobility and transport	.451	p=.005	n=32
Labor	.436	p=.006	n=33
Culture	.329	p=.035	n=31
Health and sports	.317	p=.036	n=31
Education and research	.307	p=.046	n=31

None of the boundary judgments related negatively with the preference for a coordination structure.

The preferred strength of the policy instruments to be used to guide sub-national policy and planning for sustainability in tourism and recreation is significantly correlated with the following boundary judgments:

Nature conservation	.539	p=.000	n=35
Spatial planning	.518	p=.001	n=34
Environmental protection	.488	p=.002	n=34
Water	.310	p=.035	n=35
Health and sports	.289	p=.043	n=34
> <i>insignificant correlations</i> <			
Economic development	-.323	p=.029	n=35

Among themes that seem more related with tourism growth, labor is also negatively correlated, but just fails the significance criterion (p=.051). So there

are especially correlations with the assessed relevance of the themes that are related to protection issues. This implies that when one gives more relevance to protection related issues in the domain of sustainable tourism one is more inclined to prefer stronger instruments to guide sub-national authorities, but acknowledging the relevance of (most of) the growth related issues does hardly lead to a preference for weaker instruments.

When we correlate the scores on the relevance of the various themes for the concept of sustainable tourism it shows that there are no significant negative correlations, while there are 48 significant positive correlations among the 120 relations (ranging from .276 to .746). This implies that assessing one theme as a relevant part of 'sustainable tourism' does not coincide with finding any other theme less relevant. But there is quite some chance that it coincides with finding other themes relevant for sustainable tourism as well. These positive relationships seem to have certain patterns, webs of positive relationships. Such a web of significant correlations is recognizable around nature conservation, including positive relations with the assessed relevance of environment, water, space, coast and health and sports (the environment as such has also strong relationships with water and space, but hardly with any other theme). Another web of correlation is around trade and investments, with which apart from other economical also much of the other themes are linked. The relevance of large city policy is only linked to that of mobility on the one hand and nature on the other.

A factor analysis (principal component analysis, see appendix) shows that 59% of the variance is explained by the three most important factors. The first one (28% of variance) loads positive on the relevance of themes like labor, trade and investment, education and research, economic development, crime and security, fiscal policies, culture and food quality. The second one (19% of variance) predominantly loads on the relevance of nature, water, environment, health, space and coast (and also -though less than the first one- on culture and education). The third one (12% of variance) loads on large cities policies and mobility (and as a matter of fact quite negative on environment). We proceed our analysis with the first two factors, explaining together 47% of the variance. In our further analysis we did not use the computed factors, but instead created new variables that sum the scores on the themes that load most on the one or the other factor. This is done to assure that the new variables have an understandable qualitative meaning. We labeled the sum of relevance scores on the themes that load mostly on the first factor as "relevance of growth themes" and the sum of those in the second factor as "relevance of protection themes".

The two new boundary judgment variables have no significant relation ($.113$, $p = .263$, $n=34$). So, it is not the case that people who think that especially what we called growth themes relevant for sustainable tourism are negative about the relevance of the protection themes and the other way around. The 'growth and protection orientation' variable that we used in the preceding section relates insignificantly ($-.248$, n.s.) with the relevance of growth aspects and ($.414$) with

the relevance of protection aspects in the boundary judgments of the respondents. When protection aspects are deemed more relevant for sustainable tourism, there is somewhat less chance that a pro-growth rather than pro-protection orientation coincides.

When we correlate the 'preference for national tourism policy coordination' to the boundary judgments it proves that this preference is not related to the relevance of protection aspects, but indeed is related to the relevance of growth aspects (.366, $p=.030$, $n=27$). People who particularly think growth aspects are relevant to sustainable tourism are inclined to choose for stronger forms of national coordination of tourism policy. So, while the growth rather than protection orientation did not explain the preference for national coordination (neither as the growth objective, only some environmental and nature concerns), this boundary judgment variable does seem to have an impact.

A next issue is the instruments with which sub-national tourism policies could be guided. The relation between the boundary judgments and the preferred strength of the policy instruments to be used to guide sub-national policy and planning for sustainability in tourism and recreation is especially clear for the relevance of the protection aspects (.521, $p=.001$, $n=32$). The relationship with the relevance of growth aspects (-.206) is not significant. In this case the growth rather than protection orientation did also correlate (.641).

The assessment of relevance of growth aspects for sustainable tourism did not correlate significantly with any of the preferences for the other instruments mentioned in section 3. The assessment of relevance of protection aspects for sustainable tourism however did with some of them: developing indicators for environmental impacts (.308), joint vision development between state and provinces on land use for tourism (.603) and avoiding state financed marketing of Dutch tourism product or destinations where negative impacts on social, environmental or nature & landscape conditions already have been recorded (.306).

An important question is whether the boundary judgments really add some degree of explanation to the explanatory power of the 'pro-growth rather than pro-protection orientation' variable. This proves to be the case. When controlling for this variable the preference for a national coordination structure still remains correlated with the perceived relevance of growth related aspects for sustainable tourism (.509, $p=.006$, $n=22$) and the preferred strength of policy instruments is still related to the perceived relevance of protection related aspects for sustainable tourism (.345, $p=.050$, $n=22$). *The implication of this is that boundary judgments really seem to matter!* Not only via their possible influence on objectives and problem concerns, where their impact is hard to discern from the interests of organizations and other context factors, but -in addition to that- also directly.

Interestingly enough the boundary judgments are far less connected to the organizations the respondents belong to. They are quite spread out over the various organizations and even more over the big government – non government distinction. So there seems to be no strong organizational influence on our tourism insiders to stick to certain restrictions in boundary judgments.

6. Discussion and conclusions

In the sections above we learned that the Netherlands has only to a limited and symbolic degree implemented recommended innovations in governance and policy for sustainable tourism. The topic is not very much politically salient in the Netherlands and public debate is almost absent, hence the general tendency towards decentralization, deregulation and thematic, rather than sectoral policy making, applies undisturbed to this field, conflicting in many respects with the recommendations made by UNEP-WTO.

Under such conditions change cannot be expected to arrive easily. The most likely venue is the gradual building of a new consensus in the community of 'insiders', belonging to both governmental and non-governmental organizations. A survey held under such actors revealed that they already are on average more open to national coordination and guiding policy instruments than is reflected in nowadays policies and governance. The degree to which they hold such opinions varies and is related to the degree to which they strive for economic growth of the tourism sector and to which they are concerned about present and future impact on environment and nature. These are however very strongly linked to the organizations they are part of and thus hard to change.

In the rest of the paper we concentrated on another part of problem perceptions: the interpretation of the domain of the concept of sustainable tourism. A number of policy themes were suggested and assessed. Again the respondents showed varying interpretations of the domain of sustainable tourism. These so-called boundary judgments proved to have a clear impact on the governance and policy instrument preferences. Also when controlling for the pro-growth or pro-protection orientation this influence remains. *The implication of this is that boundary judgments really seem to matter!* Not only via their possible influence on objectives and problem concerns, where their impact is hard to discern from the interests of organizations and other context factors, but -in addition to that- also directly.

The boundary judgments are far less connected to the organizations the respondents belong to than the pro-growth or pro-protection orientations. They are quite spread out over the various organizations and even more over the big government – non government distinction. So there seems to be no strong organizational influence on our tourism insiders to stick to certain restrictions in boundary judgments. Discussing boundary judgments, or – in other words – the

extent of the concept of sustainable tourism, therefore seems a promising way to create openings in the debate and practice on sustainable tourism governance in the Netherlands.

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Appendix

Factor analysis (principal component analysis in SPSS) on the assessments of the relevance of various policy themes for the concept of sustainable tourism

A) Variance explained by extracted factors

Total Variance Explained

Component	Initial Eigenvalues			Extraction Sums of Squared Loadings		
	Total	% of Variance	Cumulative %	Total	% of Variance	Cumulative %
1	4,476	27,976	27,976	4,476	27,976	27,976
2	2,968	18,547	46,524	2,968	18,547	46,524
3	1,982	12,389	58,913	1,982	12,389	58,913
4	1,537	9,608	68,520	1,537	9,608	68,520
5	1,094	6,837	75,357	1,094	6,837	75,357
6	,762	4,763	80,120			
7	,671	4,196	84,316			
8	,630	3,940	88,255			
9	,390	2,438	90,694			
10	,343	2,141	92,835			
11	,283	1,770	94,605			
12	,267	1,669	96,274			
13	,233	1,457	97,731			
14	,179	1,118	98,849			
15	,118	,738	99,587			
16	,066	,413	100,000			

Extraction Method: Principal Component Analysis.

B) Loads of the assessments of the relevance of various policy themes for the concept of sustainable tourism on the extracted factors

Component Matrix^a

	Component				
	1	2	3	4	5
relevance of "mobility and transport" for sustainable development of TR	,484	,029	,645	,331	-,206
relevance of "spatial planning" for sustainable development of TR	-,440	,542	-,005	,032	,267
relevance of "economic development" for sustainable development of TR	,682	-,235	-,250	,222	-,139
relevance of "fiscal policies" for sustainable development of TR	,595	,009	,271	,458	-,090
relevance of "trade and investment" for sustainable development of TR	,793	-,168	,060	,223	,290
relevance of "environmental protection" for sustainable development of TR	-,181	,582	-,522	,373	,236
relevance of "nature and biodiversity conservation" for sustainable development of TR	-,336	,735	-,094	,228	,041
relevance of "large cities policies" for sustainable development of TR	-,104	,366	,712	-,270	,181
relevance of "coastal areas" for sustainable development of TR	,094	,541	,260	-,221	-,561
relevance of "water management" for sustainable development of TR	-,070	,618	-,122	,547	-,335
relevance of "labour" for sustainable development of TR	,856	-,129	,032	,089	,254
relevance of "crime and security" for sustainable development of TR	,670	,195	-,204	-,391	-,290
relevance of "food quality" for sustainable development of TR	,499	,237	-,588	-,429	-,193
relevance of "health and sports" for sustainable development of TR	,194	,599	,391	-,256	,131
relevance of "culture" for sustainable development of TR	,598	,459	-,036	-,302	,377
relevance of "education and research" for sustainable development of TR	,778	,471	-,115	,075	,081

Extraction Method: Principal Component Analysis.

a. 5 components extracted.

XYZ