

A multi-stakeholder participatory approach in community-based tourism development: a case study from Thailand

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Abstract

Stakeholder participation has been described as an essential element in successful sustainable tourism development as it helps coordinate and balance decision-making based on the needs and interests of relevant parties. A top-down tourism development policy helps speed up development, but does not always produce a positive outcome for the host communities who have to live with tourism. In an effort to better distribute the benefits of tourism for host communities, Designated Areas for Sustainable Tourism Administration (DASTA), a tourism public organisation in Thailand, has started to implement a multi-stakeholder participatory approach in community-based tourism development. This paper presents the multi-stakeholder participation model in community-based tourism development in Thailand concentrating on the role of DASTA in reducing the barriers for implementing active participation for the benefit of the host community. The result can be a case study for tourism administrations to apply especially in developing countries where the participatory approach is not widely or actively implemented.

Keywords: stakeholder participation, community-based tourism, public sector role, government role, sustainable tourism development, participation barrier reduction.



1 Introduction

The tourism industry, one of the biggest income-generating industries in the world, has been widely used as a development tool in both developed and developing countries. In an attempt to speed up the development for the objective of economic return, tourism development decisions usually come from 'experts' in a top-down approach which usually does not reflect the interest of the host community (Byrd [1]). As tourism is an interdisciplinary industry that depends on various parties including governmental bodies, private sectors, academia, and host communities to work together, a multi-stakeholder participatory approach is needed when making decisions concerning how tourism should be developed for the benefits of all.

Several studies [1–8] have shown that participation is an essential approach to sustainable tourism development. However practically, there are still barriers to active participation in tourism development especially in developing countries like Thailand due to the issues of power relation, lack of information, and much more (Tosun [9]). Tourism development requires many stakeholders to work together to fill development gaps, however, each stakeholder always has their own agenda for participation which makes it hard for the collective to reach the main goal together. There must be an intermediary agent who does not have a conflict of interest with any of the stakeholders to bridge gaps and reduce barriers to implement the participatory approach planning for the benefit of all. As Dabphet [2] suggests, since governmental agencies have an integral role in sustainable tourism development initiatives and are equipped with the rights and the means of bridging those gaps, it is assumed that multi-stakeholder participation in tourism development could be effective if the government agency is playing a part to link everyone together.

In Thailand, the tourism industry has been one of the highest income-generating industries, but it does not always bring a positive impact to the tourism destinations around the country. With the effort of 'greening' the tourism industry in Thailand, the Thai Government in 2003 established Designated Areas for Sustainable Tourism Administration (DASTA), a public organisation with the main objective of being a sustainable tourism development intelligence unit that creates and orchestrates working environments among all partners for sustainable tourism development (Designated Areas for Sustainable Tourism Administration [10]).

Aware of the problems caused by top-down approaches in tourism development, DASTA uses a multi-stakeholder participatory approach to distribute the benefits from tourism to host communities. Stakeholder participation is divided into 2-tiers which are 1) the National level working group and 2) the Host community level working group with DASTA bridging both tiers together in order to reduce participation barriers in tourism development for the benefit of all. This paper presents how DASTA, as a public organisation, acts to reduce the barriers of implementing a multi-stakeholder participatory approach in community-based tourism development in Thailand.



2 Literature review

2.1 Rationales for a multi-stakeholder participatory approach in tourism development

Stakeholder participation in tourism has been a widely studied concept due to its significance as a key success factor in tourism development. It is an approach that tries to move away from top-down one-way decision-making. The goal of stakeholder participation is to balance the power between all parties to promote a win-win situation in tourism development (Arnstein [11]). Therefore, the participation is defined as “a process of involving all stakeholders (local government officials, local citizens, architects, developers, business people, and planners) in such a way that decision-making is shared” (Haywood [4, p. 106]). In sharing the decision-making, responsibilities, and benefits among stakeholders, the ultimate goal is to move the power of development from the government and ‘outside experts’ to the power of the citizens.

In the context of tourism development, stakeholder participation is essential prerequisite to sustainability as Robson and Robson [7] asserted that “the involvement of stakeholders in tourism has the potential to provide a framework within which sustainable tourism development can be delivered” by setting the balance between those who have the traditional power (those who possess money, knowledge and, control such as governments, investors, and outside experts) and those who have to live with the outcome of the development project (the host community) (Vijayanand [8]). Once the power relation is balanced and each stakeholder has a chance to express opinions in decision-making, tourism development will be more well-rounded, fair and ultimately sustainable.

Another rationale of the participatory approach is that participation itself is a process of capacity-building for all stakeholders in several dimensions. As Byrd [1] mentioned in his research, positive outcomes from proper stakeholder involvement are an educated public, decision-making based on public opinion, improved decision legitimacy and quality, the generation of new ideas, increased trust among stakeholders, conflict reduction, cost effectiveness, and shared responsibility. Ideally, all stakeholders should be involved in all steps of tourism development and management in order to increase the understanding and appreciation among them which will help ensure the sustainability of the tourism development (Simpson [12]).

2.2 Community-based tourism: a participatory approach in tourism development

Community-based tourism is defined as “a form of tourism where the local community has substantial control over and involvement in its development and management and a major proportion of the benefits remain within the community” (World Wildlife Fund [13, p. 2]). It is a form of sustainable tourism that emphasizes the participation and empowerment of the local community in order to ensure that the benefits gained from tourism mainly stay with the host



community (Dogra and Gupta [14]). It is the endogenous approach of development which can be seen as a challenge to the traditional top-down government-led development policy as it shifts control of the tourism industry from governmental officers to the community itself. Community becomes the main actor and decision-maker in planning, developing, and managing resources to serve the purposes of the tourism industry (Simpson [12]). It is an alternative way of ensuring that the host community will gain benefits from tourism development rather than only bearing the costs.

In order to achieve the goal of community benefit from tourism, genuine community participation is required. The development of community-based tourism needs multidisciplinary knowledge of tourism, community, sustainable development, and local culture. For the community participation to be effective, it is important to put the community's needs and ways of life in the center of tourism decision-making in order to avoid potential conflicts and problems raised by the unwillingness of the community. Therefore, the success of community-based tourism development through the participatory process means it has to overcome challenges and barriers in order for the community to genuinely benefit from tourism.

2.3 Barriers of participation in tourism development

Participation is one of the key success factors in tourism development, but is practically hard to achieve especially in the context of developing countries such as Thailand due to several reasons. As Tosun [9] mentioned, participation in developing countries is usually in the form of passive participation or pseudo-participation due to 3 types of barriers which are: 1) The limits at the operational level, 2) The structural limitations, and 3) Cultural limitations which are shown in Table 1 below.

Table 1: Barriers to participation in tourism development (Tosun [9]).

Limits at operational level	<ul style="list-style-type: none"> – Centralization of public administration. – Lack of co-ordination between public and private sectors. – Lack of information. – Time consuming.
Structural limitations	<ul style="list-style-type: none"> – ‘One size fits all’ attitude of tourism professionals. – Lack of expert manpower in tourism development. – Elite domination in tourism enterprises. – Lack of a suitable legal system to enforce community participation. – Lack of a trained local workforce. – High cost of participation with lack of financial resources.
Cultural limitations	<ul style="list-style-type: none"> – Limited capacity of poor people to participate in tourism. – Low level of awareness in local community. – Social hierarchy systems affect power relationship among stakeholders.

In brief, there are several barriers to active participation that will eventually develop community empowerment, so it is tourism administration's role to try and reduce those barriers for the benefit of host communities and create a win-win situation for stakeholders. In order to promote participation in tourism development, these barriers need to be tackled from the policy level to operational reality, especially in the role of government when providing an appropriate environment to implement a participatory approach to tourism development (Dogra and Gupta [14]).

2.4 DASTA: a sustainable tourism public administration in Thailand

In terms of income and employment generation, tourism has been one of the most significant industries in Thailand. The Thai Ministry of Tourism and Sports reported that 22.3 million people visited Thailand in 2012. In 2013, tourism generated THB825.6bn which accounted for 7.3% of total Thailand GDP (World Travel and Tourism Council [15]). Moreover, the tourism industry in Thailand employed an estimated 4,110,000 people in 2007, or one in every 8.9 jobs (11.3%), and is forecasted to reach 4,767,000 (11.8%) by 2017. Due to the economic benefits of tourism, Thailand's government is aiming to develop the tourism industry intensely in order to reach the goal of receiving THB 2.2 trillion through tourism within the year 2015 (Royal Thai Government [16]).

Even though Thailand enjoys the economic benefits of tourism, most of the benefits are not in response to the interests of the wider communities of host destinations due to the top-down development approach that ignores the participation of stakeholders in the tourism development process. In an effort to make tourism more sustainable, the Designated Areas for Sustainable Tourism Administration was established in 2003 to implement sustainable tourism concepts in specific areas by coordinating with other public and private organisations in making sustainable tourism work (Designated Areas for Sustainable Tourism Administration [10]). Since it was formed as a public organization, the working process of DASTA become more flexible and prompt in operation than governmental agencies or state enterprises. So, DASTA has become the main player in sustainable tourism development in Thailand.

One of the initiatives that DASTA has implemented is community-based tourism which is a process of shifting tourism development decisions from a top-down to a bottom-up participatory approach, so the tourism development plans better reflect the interests of the host communities. In the efforts to activate community participation, the barriers to participation need to be reduced. DASTA, therefore, stand to act as a bridge to link multiple stakeholders together for the benefit of the communities.

3 Methodology

The multi-stakeholder participation approach has been implemented in community-based tourism projects around 6 designated areas in Thailand: 1) Chang islands and vicinity, 2) Chiang Mai, 3) Pattaya City and vicinity,



4) Historical Park of Sukhothai – Sri Satchanalai – Kam Phang Petch, 5) Loei, and 6) Nan old city.

The result of this study comes from empirical 12-month fieldwork throughout the process of community-based tourism development which included participatory planning, capacity building, tourism project implementing, and participatory assessment. The participation of multi-stakeholders were incorporated into every step of working with host communities.

The researchers are DASTA employees whose roles were to facilitate decision-making throughout the tourism development process. The main role of the researchers were to work with both tiers of working groups and call for working group meetings at least 4 times a year to make decisions together. The researchers worked as an intermediaries to facilitate the decision-making process during the working group meetings to ensure that each stakeholder had contributed to the decision making.

After the 12-month working loop, the results of the participatory approach were evaluated and discussed for further improvement. The techniques used for evaluation were formal meetings, informal interviews, and participatory assessments. This study was a part of the evaluation of the participatory process used in community-based tourism development.

4 The DASTA multi-stakeholder participation model in community-based tourism development in Thailand

The multi-stakeholder participation that DASTA implements is categorized into 2-tiers of working groups which are 1) the national level ‘expert’ working group and 2) the host community level working group with DASTA being an intermediary agent. Stakeholders from both levels and DASTA work together in a form of ‘community-based tourism development working group.’

The national level working group involves the external stakeholders whose main role is to help increase the capacity of the host communities to make necessary decision-making. It includes 5 main stakeholder groups which are:

1) Academic: Those who have the knowledge and techniques to build capacity for the community in terms of tourism knowledge and understanding. The representatives from educational institutions in Thailand that offer degrees in tourism development such as National Institute of Development Administration (NIDA) are the source of the theoretical expertise in tourism development that can provide communities the information and guidelines for sustainable tourism development. So, this stakeholder’s main role is educating host communities.

2) Developers: The developers can be governmental agencies or non-governmental organisations (NGOs) who have the policy or agenda in working with communities such as Department of Community Development. Their main concern might not be about tourism, but their approach to community development and experience in working with communities can be applied in working with sensitive issues in a community such as approaching the community, negotiating with community, gaining acceptance from community,



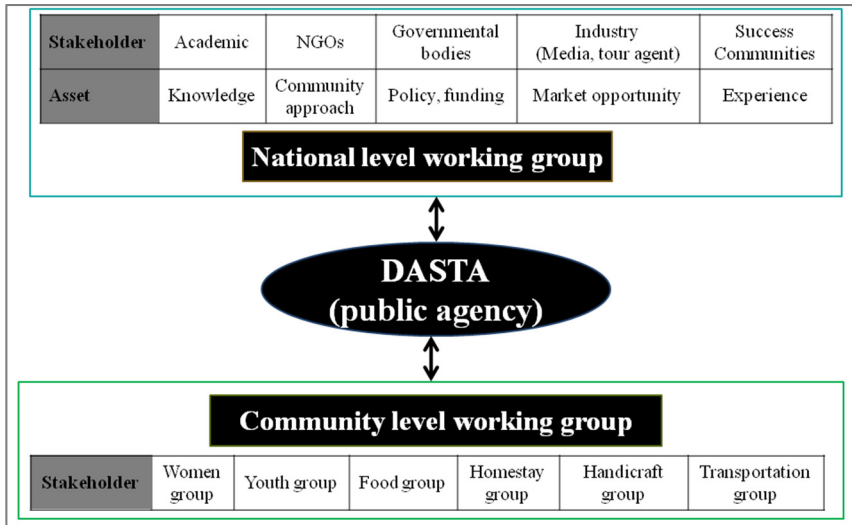


Figure 1: DASTA multi-stakeholder participation model.

and assessing community. It is recognized that NGOs are keen in the community participation process, as their role in approaching community is more acceptable than government agencies (Mathur [5]), so this stakeholders are needed for successful community participation throughout the tourism development process.

3) Governmental bodies: Without adequate funding and suitable policy to support community-based tourism development, the community itself would face several challenges to initiate a tourism project. Governmental bodies such as Ministry of Tourism and Sports, and Tourism Authorities of Thailand (TAT) are one of the most important stakeholders in the participatory model. The policy to promote community-based tourism in Thailand helps attract funding from development organisations through development projects which are beneficial for communities in term of capacity building.

4) Market: The market side of tourism includes the private sectors and media which are the stakeholders who can provide market opportunities to community-based tourism. The market side are representatives from tourism trade associations such as The Tourism Council of Thailand and The Thailand Ecotourism and Adventure Tourism Association (TEATA). They play a part in product testing, providing marketing know-how, and linking communities to markets through networking. This is a very important dimension as most of the community-based tourism initiatives get stuck in marketing due to limited access to marketing channels.

5) Successful CBT communities: The communities that have been successful in community-based tourism development are very valuable stakeholders as they can provide know-how from their first-hand experience of going through the similar process of community-based tourism development. They could also be an essential inspiration to other developing communities as they feel more related

due to the similar capacity that they used to have. The successful communities could also be a great place for developing communities to visit and learn the lesson of tourism development.

Apart from external stakeholders, the most important element of participatory model is the host community as “the internal participation level affects the external relationships and vice versa” (Okazaki, [17, p. 517]). The host community working group, consisted of several groups of people within the host community that are voluntarily involved in tourism, e.g. women groups, youth groups, food groups, home-stay groups, handicraft groups, and transportation groups. Each group contributes to the whole system of tourism in the community, so it is very important to include all of them in the decision-making stage.

The host community working group is formed by the community itself through the process of public meetings where DASTA arranged to give information about sustainable tourism, the pros and cons of tourism in a community, and the roles of host communities in tourism development. After the meetings, members of the community who are interested to be a part of the tourism development working group start to form a group. Then, the founding members select the head of working group by voting and set a working structure with assigned roles and responsibilities. The working group acts as a tourism association in the community whose role is to make group decisions about tourism development and management in the community.

DASTA acts as a bridge to link the national level working group and host community working group together to initiate interactions and support host communities based on their needs using relevant stakeholders. For example, if the host community is planning tourism activities, DASTA would link the community to the ‘working group’ especially to the ‘market sector’ so that they can arrange a product testing trip where they will provide the feedback afterwards. The community, therefore, could decide to improve based on the feedback. The decision making power in any tourism-related issue is with the ‘community working group.’ The ‘national level working group’ acts only as a consultant while the role of DASTA is to link the host community with an appropriate stakeholder, so that community’s needs are answered.

The DASTA multi-stakeholder participation approach aims to unlock the possibility of each stakeholder in contributing their expertise in shaping better tourism development and to help the host community achieve the desired outcome of tourism. The bottom line of implementing the participatory process is to address the needs and well-being of the host communities while genuinely incorporating their concerns and opinions in the process of sustainable tourism development (Kamamba [18]). It is concluded that the development of a successful community based tourism strategy will require a sound institutional framework based on a partnership between the local community, state, the private sector, and non-governmental organisations (Jones [19]).



5 Discussion for application

It is clearly stated in the Declaration on Responsible Tourism which announced in Responsible Tourism in Destinations Conference in Cape Town that “Local authorities have a central role to play in achieving responsible tourism through commitment to supportive policy frameworks and adequate funding. We call upon local authorities and tourism administrations to develop – through multi-stakeholder processes – destination management strategies and responsible tourism guidelines to create better places for host communities and the tourists who visit” (Declaration on Responsible Tourism, Cape Town, South Africa [20]).

The roles of the public organisation or tourism administration in bridging multi-stakeholder participation in tourism development is to consult with all involved stakeholders about the tourism development plan and also allow the fair environment for each stakeholder to contribute and maintain their power in the development process. The multi-stakeholder participation model that DASTA implements can help reduce the main barriers of operational limitations, structural limitations, and cultural limitations (Table 2).

The main strength of implementing the multi-stakeholder participatory approach in community-based tourism is that it allows the holistic framework of sustainable tourism development for the benefit of host communities. The barriers of implementing participation are reduced through multi-stakeholder contributions for the main objective of community-based tourism development. Each stakeholder, even though they have different agenda of development, shares their expertise and contributes to the development process. The public administration in tourism, with the rights and means, can bridge the gap between each stakeholder and be the middle person in balancing the power relations among each stakeholder for the benefit of the host communities.

Even though the DASTA multi-stakeholder participation model can help reduce several barriers to participation, not all barriers can be wiped out completely. The main challenge in reducing the barriers of participation is the social hierarchy structure of Thai society that gives importance to the elders and community leaders. Most community members or younger people would not express their opinion openly due to the respect they have for the leaders or elders. This prevents the equal participation among community members. Therefore, the decision-making is still based mainly on what the elders or leaders think. The cultural issue of social structure is something that can hardly change, which makes ‘active participation’ in the context of hierarchical society hard to achieve. More than that, the application of the participatory approach in the context of hierarchical society might require different techniques. For example, since the younger people are not keen to express their true opinions in front of elders, they might need to have a meeting of the youth group separately to gain their opinion before letting the facilitators throw the idea among the group meeting of all stakeholders in order to represent the opinion of the youth.



Table 2: Barriers reduced by means of the DASTA multi-stakeholder participation approach.

Limits at operational level	
Barriers	Roles of DASTA in reducing the barriers through multi-stakeholder approach
– Centralization of public administration	The multi-stakeholder participatory approach shifts the centralized power of DASTA, the public organisation, in manipulating decision making into the power of capacity building for the benefit of host communities with the help of ‘experts’. The ‘national level working group’ acts as the community’s consultant. In the participatory model, DASTA, the public administration is not the decision-maker, but the host community itself with the help of national level experts.
– Lack of co-ordination between public and private sectors	DASTA acts as a bridge to link stakeholders from private and public sectors in the form of a ‘working group’ that works together in achieving the shared goal of developing sustainable tourism for communities.
– Lack of information	The multi-stakeholder includes representatives from academic, public and private sectors, and media which holds most of the updated information and knowledge in the tourism industry, so host communities can gain the access to necessary information as needed in order to make proper decision in tourism development.
–Time consuming	The participatory approach is undeniably time-consuming, but by involving all stakeholders into the same ‘working group’ with the same goal it helps reduce the time needed for negotiating each stakeholder’s interest.
Structural limitations	
– ‘One size fits all’ attitude of tourism professionals	With the participation from the host community, the ‘experts’ are more aware of the community’s needs and interests without assuming that the entire community will want to develop tourism in the same way.
– Lack of expert manpower in tourism development	The experts in tourism development do not belong to a specific organisation, but come from various relevant sectors. Therefore, to coordinate multi-stakeholders would bring various experts needed in sustainable tourism development to work together to fulfill each other’s weaknesses.
– Elite domination in tourism enterprises	Community-based tourism is a process of shifting the control of tourism development back to the host community. If the community is capable of managing and controlling how the tourism should be in their hometown, they would be able to become entrepreneurs

Table 2: Continued.

Structural limitations	
Barriers	
– Elite domination in tourism enterprises	in their community and negotiate with the power from outside investors. The multi-stakeholder participation approach helps to build the capacity of the host communities in order to compete with the outside investor.
– Lack of suitable legal system to enforce community participation	Even though there is not a law to enforce participation yet, the DASTA working group is to create a participatory environment of development on a voluntary basis which is more flexible to adapt to a community's needs and situations. Each stakeholder joins the 'working group' by invitation from DASTA which they voluntarily accept to coordinate and work together without any legal enforcement.
– Lack of trained local workforce	In the DASTA multi-stakeholder participation model, the host community would need to involve all relevant groups within the community to form a working group which completes the tourism service system in the community, so all workforces involved are local people. Initially, the local people might not be skillful in tourist service, but working alongside 'national experts' in the same working group would help improve the skills and knowledge needed to implement tourism activities in the community.
– High cost of participation with the lack of financial resources.	Being a public organisation, DASTA can get access to necessary funding for supporting the participation process. More than that, the stakeholder in the working group would also be able to support know-how and expertise to implement participation with the host community within the affordable budget.
Cultural limitations	
– Limited capacity of poor people to participate in tourism	The host community working group includes both the rich and the poor. The DASTA working group acts to build the capacity of the whole community regardless of economic status. The only concern in the participation model is to include every relevant community member who can contribute to tourism service system
– Low level of awareness in local community	The DASTA working group, especially in the host community level, requires all relevant community members to fill the whole service system of tourism in the community. Even though in the initial stage, not all parties may be interested to be a part of tourism, but after seeing other members working to make tourism

Table 2: Continued.

Cultural limitations	
Barriers	
– Low level of awareness in local community	beneficial for themselves, the awareness of responsibility to participate will occur in the community. It might be a slow process to raise the awareness, but a participatory approach helps bring the relevant community members together gradually.
– Social hierarchy system	In the context of Thailand where the social hierarchy is very strong, the opinion of the elder and ‘expert’ is the most influential in decision-making and not all stakeholders have a room to say what they really think. DASTA acts as a facilitator to give the space for everyone involved in the process of tourism development to share their thoughts through participatory techniques such as appreciative inquiry (AI) and workshop. The opinion gained from each sub-group will be presented to the whole working group to make a decision together.

Further studies should be done to see how the multi-stakeholder participation model could be applied to other tourism development projects both in Thailand and in other countries in order to find out the key success factors in getting every stakeholder involved. More than that, the role of other stakeholders in reducing the barriers to participation should also be explored in order to understand the capacity of each stakeholder in making participation in tourism development work effectively. This study should also be replicated every year to see how the multi-stakeholder participatory model evolves based on the experience of tourism development that host communities have, as the participatory approach might have to adapt according to the life cycle of tourism development in the community in order to genuinely provide benefit to the host community.

6 Conclusion

A multi-stakeholder participatory approach in tourism development is essential to the sustainability of tourism development as it brings various benefits to all stakeholders. As good as it is in the conceptual context, the practicality is not that easy as there are several barriers to implementing the participatory approach in the real world especially for the benefits of the host community. Community-based tourism offers the opportunity for more participation with the condition that the host community is well-equipped with the capacity and power to participate. In the process of reducing barriers to participation for the community benefit, public organisations, like DASTA, can play an integral role in bringing relevant stakeholders to contribute to the community benefit. Being a governmental agency, DASTA is equipped with the rights and means of making



participation work for all. The participatory approach is an ongoing process, so the outcome of the approach still needs to be assessed. For now, the process of making the participatory approach work is something that other destinations can apply and develop, so that the sustainability of tourism development can be understood and shared for the benefit of tourism development practices.

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