

## **Stakeholders' Identification for Collaborative Tourism Planning In Coastal Areas of Sindh Province, Pakistan**

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### **Abstract**

*Following the theoretical constructs of collaboration theory in coastal tourism destination planning, this study identified the legitimate stakeholders to their salience in coastal tourism of Sindh province, Pakistan. Taking three salience attributes, i.e. power, urgency and legitimacy, a total of 37 stakeholders were identified and then grouped into eight different classes. The study finds that coastal tourism in the province is a multi-sector and interdisciplinary domain. Further, the results reveal that coastal tourism follows sectoral management approach. Stakeholders' collaboration is recommended to overcome the prevailing power based-sectoral management approach. The paper contributed to existing literature in terms of power sharing mechanism for sustainable development of tourism.*

Keywords: Stakeholder, Collaboration, Tourism, Sindh Province

### **Introduction**

Collaborative planning has been defined as a 'collective process for resolving conflicts and advancing shared visions involving a set of diverse stakeholders' (Gray, 1989). Jamal and Getz, 1995, p. 188) describe collaborative planning in a tourism context as “a process of joint decision-making among autonomous, key stakeholders...to resolve planning problems...and/or to manage issues related to the planning and development”. Collaborative planning in tourist destinations is usually considered to involve direct dialogue among the participating stakeholders, including the public sector planners, and this has the potential to lead to negotiation, shared decision-making and consensus building about planning goal and actions.

The potential benefits of stakeholders' collaboration in tourism planning has been well recognized (Plummer, Kulczycki & Stacy, 2006; Yaghmour & Scott, 2009; Dredge, 2006; Quinn, Mottiar, & Ryan, 2012; Beritellia, 2011; Graci, 2013; Baggio, 2011). However, the identification and subsequent classification of relevant stakeholders for collaborative planning is considered a tedious exercise (Dougill, Fraser, Holden, Hubacek, Prell, Reed, Stagl, & Stringer, 2006). Prior literature describes a number of

methods for stakeholders' identification, for example, using expert opinion, focus groups, semi-structured interviews, snow-ball sampling, or a combination of these (Reed, Graves, Dandy, Posthumus, Hubacek, Morris, Prell, Quinn, & Stringer, 2009; Chevalier & Buckles, 2008). Likewise, a variety of methods have been adopted for stakeholders' classification either in general (Frooman, 1999; Mitchell, Agle, & Wood, 1997; Rowley, 1997; Finn, 1996; Mikalsen & Jentoft, 2001; Tsai, Yeh, Shu-Ling, & Ing-Chung, 2005; Reed *et al.*, 2009) or with special reference to the tourism industry (Hall, 2000; Medeiros de Araujo & Bramwell, 2000; Pavlovich, 2003; Scott, Cooper, & Baggio, 2008). The classification system usually adopt criteria like primary versus secondary, direct or indirect, generic versus specific, legitimate versus derivative, strategic and moral etc. (Frooman, 1999; Winn, 2001; Phillips, 2003a; Pesqueux & Damak-Ayadi, 2005). However, according to Reed, et al. (2009), stakeholders' classification follows two broad approaches: i) top-down or analytical categorisations and; ii) bottom-up or reconstructive methods. The first approach includes a set of methods in which stakeholders are classified by those who actually conduct the analysis. The classification thus is based on personal observations of the phenomenon. In contrary, in bottom-up approach or reconstructive methods, categorisations and parameters are defined by the stakeholders themselves, which reflect their concerns more closely.

The coastline of Pakistan extends 1050 km, 350 km falling within Sindh province and 700 km in Balochistan province. Following Mitchell et al. (1997) stakeholders' classification and top-down or analytical categorisation, this study attempts to identify and classify stakeholders for conceptualising the potential for collaborative tourism planning in Sindh province. The Sindh province was selected for this investigation because the background information collected revealed a turbulent environment and conflicting situation among coastal stakeholders of Sindh. It concludes that potential for collaborative tourism planning exists along the coastal belt of Sindh. However, at present, this potential is thwarted by the power based management. Furthermore, the study suggests power sharing mechanism among the stakeholders for collaborative and sustainable tourism planning.

### **Material and Methods**

The literature concerned describes a number of approaches for stakeholders' identification and subsequent classification, though, this study adopted top-down or analytical categorisation approach and Mitchell et al, 1997 stakeholders' classification system. The top-down or analytical categorisation approach was adopted because it was not in the scope of this study to involve large number of stakeholders, which is one of the precondition in bottom-up or reconstructive approach. Likewise, Mitchell et al, (1997) stakeholders' classification system was followed because it highlight the importance of three basic attributes which underlying the strength of a stake. The stakeholders' dynamism philosophy presumed by this classification is readily applicable to participatory/collaborative natural resource management (Fraser, Dougil, Mabee, Reed, McApline, 2006; Stringer, Prell, Reed, Hubacek, Fraser, Dougil, 2006).

An interpretative qualitative methodological approach is adopted to analyse stakeholders, explore their interactions, experiences and perceptions regarding coastal tourism which are difficult to quantify (Gratton & Jones, 2007; Sullivan, 2006; Zapata, Hall, Lindo, & Vanderschaeghe, 2011). A total of 37 coastal stakeholder represented by

86 individuals were investigated within the coastal province Sindh. A subset of core stakeholders namely Defense Housing Authority Karachi (DHA), City District Government Karachi (CDGK), Port Qasim Authority (PQA), and Karachi Port Trust (KPT) were initially identified through the Snowball method. Stakeholders identified were then investigated through semi-structured interviews. At the end of the interview each stakeholder was asked to nominate other relevant and important stakeholder. Nominated stakeholders were subsequently interviewed and asked to nominate others. The process was repeated until a comprehensive list of stakeholders was identified and investigated.

The stakeholders identified were classified according to Mitchell et al, (1997) stakeholders' classification, which is based on various combinations of stakeholder's salience attributes of power, urgency, and legitimacy. Following Mikalsen and Jentoft (2001), three variables of score (high, medium, low) were used for measuring the intensity of the stakeholders' salience. The three variables of score of high, medium and low are defined as: unavoidable, resistance to avoidance and avoided without much resistance, respectively. The score for the three attributes was based on a managerial perspective. However, in order to avoid subjectivity, the expert views of academics and practitioners were also taken into account. The criterion used for deciding each salience attribute is power defined as stakeholders' access or control of coastal land (resource based power as justified by Hazra, Fletcher, & Wilkes, 2014); legitimacy measured as stakeholders' legal responsibility to manage coastal zone/tourism and urgency which is stakeholders' prospective role in coastal tourism.

#### **Data Collection:**

Responses were jotted down on paper, although in some cases the whole session was recorded on tape, and in a few cases written replies were handed over by stakeholders. In all cases discussion sessions were held at the end. The views of each member were individually recorded and personal observations made during the discussion. Since, the views presented by all stakeholders were not relevant, only the most relevant of the responses related to the issue under investigation (stakeholder salience) are included.

### **Results and Discussion**

The investigated stakeholders were classified into eight different classes within four broader categories. The various classes are briefly summarised and then discussed with respect to the stakeholders' dynamism philosophy (Mitchell, *et al.* 1997).

#### **Category A: Latent Stakeholders:**

##### **Class1: Dormant Stakeholders:**

These stakeholders were able to use their powers but their status was recorded as dormant in coastal tourism. These stakeholders can only play an active role in coastal tourism if they start using their powers. CGP, PN, MSA are the most important stakeholders within this group. The basic responsibility of these stakeholders is law and order enforcement. Interestingly, these stakeholders have almost similar view point in response to Q 9 (Appendix 1) i.e. *they can play their role in ensuring safety and security*

of coastal tourists, which is one of the grave concerns at present for the sustainability of tourism industry in the country. The basic infrastructure required for tourism is almost nonexistent along the Sindh coast (Ullah, Johnson, Micallef, & Williams, 2010), which can be improved if the urgency and legitimacy of organisations like P & D and WAPDA within this group are sensitized.

**Class 2: Discretionary Stakeholders:**

These stakeholders only possessed the attributes of legitimacy but no powers or demands that required immediate attentions. Therefore, they would be only listened to at the discretion of the powerful stakeholders or tourism managers. For example, FCSL and PITHM were legally established under the cooperative society’s act of 1925 and Cabinet decision in 1960 respectively. FCSL is working for the fishermen's welfare while PITHM is imparting knowledge by training manpower for the hospitality, travel, and tourism industry (Q1). However, urgency of both these organisations can be provoked by encouraging to play an active role in coastal tourism, for example, FCSL can promote Community Based Ecotourism (CBE) as an alternative source of livelihood, as the representative of this organisation responded to Q11 that "*CBE will provide an alternative source of livelihood for coastal fishers and will also reduce pressure on the dwindling fishery resources of the region*". Similarly, PITHM can provide trainings in scuba diving, swimming, coastal/marine guiding etc.

*Table.1 Stakeholder types and salience (urgency, power, legitimacy) in coastal tourism management of Sindh (Source: Original)*

Stakeholders	Salience Attributes			Classification
	Urgency	Power	Legitimacy	
<i>Definitive Stakeholders</i>				
Defense Housing Authority Karachi (DHA)	High	High	High	Definitive
Karachi Port Trust (KPT)	High	High	Increased	Definitive
Port Qasim Authority (PQA)	High	High	Increased	Definitive
Local Government/City District Government Karachi (CDGK)	High	High	High	Definitive
<i>Expectant Stakeholders</i>				
Coastal Development authority, Sindh (CDA)	Medium	High	High	Dominant
Sindh Tourism Development Corporation (STDC)	High	Medium	High	Dependent
Sindh Environmental Protection Agency (SEPA)	High	Medium	High	Dependent
Sindh Wildlife Department (SWD)	High	Medium	High	Dependent
Pakistan Tourism Development Corporation (PTDC)	High	Low	High	Dependent
Sindh Forest Department (SFD)	Medium	High	High	Dominant
Communities of Bhaba, Bhit, &Shamspir Islands	High	Increased	Low	Dangerous
<i>Latent Stakeholders</i>				
Coast Guard Pakistan (CGP)	Increasing	High	Low	Dormant

National Institute of Oceanography (NIO)	Low	Low	High	Discretionary
Fishermen Cooperative Society Limited (FCSL/KFH)	Medium	Low	High	Discretionary
Pakistan Institute of Tourism & Hotel Management (PITHM)	Medium	Low	High	Discretionary
Zoological Survey Department (ZSD)	Low	Low	High	Discretionary
SHEHRI, Pakistan	High	Low	Low	Demanding
Pakistan Fisherfolk Forum (PFF)	High	Low	Low	Demanding
Marine Fisheries Department (MFD)	Low	Medium	High	Discretionary
Pakistan Navy (PN)	Increasing	High	Increasing	Dormant
P&D Department, Govt. of Sindh	Medium	High	Medium	Dormant
Maritime Security Agency (MSA)	Increasing	High	Low	Dormant
Karachi Water & Sewerage Board (KWSB)	Medium	Low	High	Discretionary
The World Conservation Union (IUCN-P)	High	Low	Medium	Demanding
World Wide Fund for nature-Pakistan (WWF-P)	High	Low	Medium	Demanding
Agha's Sport fishing	High	Low	Medium	Demanding
Water and Power Development Authority (WAPDA/KESC)	Low	High	Low	Dormant
<i>Non-Stakeholders or Potential Stakeholders</i>				
Centre of Excellence in Marine Biology (CEMB)	Low	Low	Low	Potential
Directorate of Fisheries, Govt of Sindh (DOF)	Low	Low	Low	Potential
Clifton Cantonment Board, Karachi (CCBK)	Low	Low	Low	Potential
Karachi Fisheries Harbor (KFH)	Low	Low	Low	Potential
Marine Reference Collection Centre (MRCC)	Low	Low	Low	Potential
Institute of Marine Sciences (IMS)	Low	Low	Low	Potential
Industrial Areas Administration (IAA)	Low	Low	Low	Potential
Pakistan Inst. of Nuclear Sci. & Technology (PINSTECH)	Low	Low	Low	Potential
Pakistan Commission for Sci. & Industrial Research (PCSIR)	Low	Low	Low	Potential
NED Engineering University Karachi	Low	Low	Low	Potential

High- unavoidable attributes

Medium- attributes resistant to avoidance

Low- attributes can be avoided without much resistance

### **Class 3: Demanding Stakeholders:**

Mitchell, et al. (1997, p 875) described such stakeholders as “mosquitoes buzzing in the ears of managers: irksome but not dangerous, bothersome but not warranting more than passing management attention...” Most of these stakeholders identified were Non-Government Organisations (NGOs), e.g. WWF was found actively involved in promoting coastal tourism. However, keeping in view the successful role of NGOs in tourism (Wearing, Mc Donald, & Ponting, 2005; Simpson, 2008; Kennedy & Dorman, 2009;

Barbieri, 2012), the vital role of these organisations can be further explored in coastal tourism of the area.

**Category B: Expectant Stakeholders:**

**Class 4: Dominant Stakeholders:**

Stakeholders i.e. the Coastal Development Authority, Sindh (CDA) and Sindh Forest Department (SFD) were both legitimate and powerful and enjoyed some form of formal representation or participation in coastal management issues. For example, CDA has developed a draft ICZM plan for Sindh coast, while, SFD is involved in mangroves plantation along the coast (Q3). Although, their proactive role in coastal tourism would need to raise their attribute of urgency.

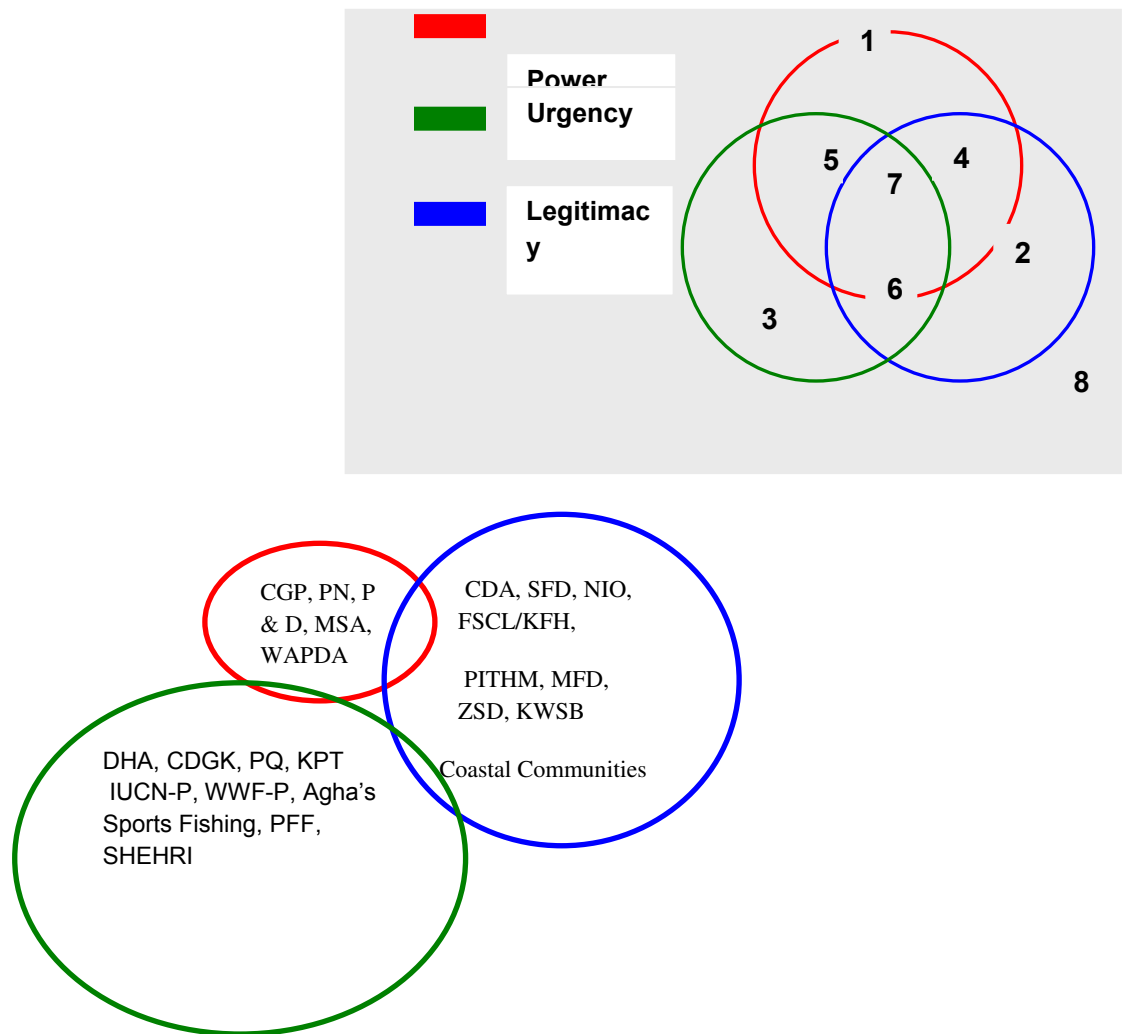


Figure. 1 Eight Qualitative Classes of Stakeholders in coastal tourism of Sindh Province, Pakistan

**Class 5: Dependent Stakeholders:**

Stakeholders with legitimate and urgent claims but no enforcement powers were classified as dependent stakeholders. PTDC and STDC are legally responsible organisations for tourism management and promotion. However, with respect to the 18th Amendment to the Constitution of Pakistan in 2010, the tourism management and promotion responsibilities were transferred from central government (PTDC) to province (STDC). This transfer of responsibilities created several outstanding issues between these organisation such as regulation of the sector, transfer of prime properties to province, policy making and representation at international level, compliance with several international conventions signed by the federal government and financial constraints at provincial level for developing tourism infrastructure etc. In order to develop coastal tourism in Sindh province, collaboration between these stakeholders can be a possible solution for sustainability. However, powers of these organisations mostly ceased in coastal localities, hence, their future role is seemingly dependent on the advocacy of powerful stakeholders.

**Class 6: Dangerous Stakeholders:**

Stakeholders, for example, coastal communities who possessed both urgency and power but lacked legitimacy were classified as dangerous stakeholders. Literally they have the ability to become dangerous and advance claims through the use of force, for example the organized movement of coastal communities against Diamond Bar Island Project along the Karachi coast.

International good practices in community based tourism, (e.g. Murphy & Halstead, 2003; Dixey, 2005; Epler Wood & Jones, 2008) have confirmed its potential benefits to the destination communities. However, in case of Sindh province, the local communities have less experience in tourism operation as commented by a community representative from Baba Island that: "*at present communities' skills and abilities are much below to provide tourism products and services, therefore, it would be highly inappropriate to develop such initiatives without capacity building of the locals*" (Q11).

**Category C: Definitive Stakeholders:**

**Class 7: Definitive Stakeholders:**

These are stakeholders with all the three salience attributes but in case of Sindh, coastal tourism promotion/management is an additional or secondary responsibility for these stakeholders, for example, KPT and PQA are primarily responsible for cargo handling (Q1), however, both the organisations were also playing an active role in promoting coastal tourism. For example, Port Fountain Jet Project and Diamond Bar Island City Projects of KPT and PQA respectively (Q3). Likewise, Water Front Development Project of DHA and Karachi Coastal Recreational Development Plan (1990-2000) and construction of recreational parks along the Karachi coast by CDGK.

**Category D: Non stakeholders or Potential Stakeholders:**

**Class 8: Non stakeholders or Potential Stakeholders:**

These stakeholders possessed either negligible or no salience, however, they are regarded as potential stakeholders because their status can be upgraded by raising their interest and provision of responsibilities in Integrated Coastal Zone Management (ICZM) and/or coastal tourism. The model typology adopted from Mitchell et al, 1997 is a dynamic one where stakeholders can change from one category to another by acquiring one or more additional attributes. These changes are achievable either by political or social mobilization, social construction of realities, successful alliance building or collaboration, or as a result of social or economic changes (Mikalsen & Jentoft, 2001). On several occasions coastal stakeholders of Sindh have exemplified such dynamism e.g. the Orangi Pilot Project, a joint venture between squatter coastal communities and a local NGO. The aim of this venture was to empower local communities by raising their urgency to construct and sustainably manage sewage system of their locality. The project was successfully launched in 1980 by the community against the auspices of several government departments and without government financial assistance. Similarly, a delay in construction of the Kalabagh Dam Project was due to successful alliances between several political and environmental groups within the country, particularly in Sindh Province. Other such examples include the successful coalition of environmentally conscious organisations and the resultant re-routing of the Indus High Way and the cessation of illegal oil exploration in Kirthar National Park, Sindh. In all these examples, stakeholders were simply empowered by raising their salience attributes. The same rules can be more positively applied in the coastal tourism scenario of Sindh, for example, most expectant stakeholders (CDA, STDC, SEPA, SWD, PTDC, and coastal communities) can move to definitive stakeholder status by acquiring one of their missing salience attributes, while some latent stakeholders including the CGP, PITHAM, PN, MSA, P & D, CCB, KWSB, FCSC, IUCN, WWF and Agha's Sports fishing can become expectant or even definitive stakeholders by acquiring one or more additional attributes.

Stakeholder theory, pioneered by Freeman (1994), defined an organisation by its relationships with various groups and individuals. However, the contemporary research (Johnson & Scholes, 1999; Johnson, Scholes, & Whittington, 2004; De Bakker & Den Hond, 2008 etc.) argued that those groups or individuals should actually regard as stakeholders if they have a legitimate interest in aspects of the organisation's activities. Therefore, stakeholders' interest is also of critical importance and should be considered in terms of their value judgments in addition to other salience attributes. During the course of this study stakeholders' interests in coastal tourism was also investigated for their past, present or future coastal tourism development initiatives (Q3) or with respect to their organisational objectives (Q1). Out of the total 37 coastal stakeholders only 13 were found to be actually interested in coastal tourism. Interested stakeholders included a number of Governments, Non-Government and community organisations. Six of the interested stakeholders' (PTDC, STDC, DHA, KPT, IUCN, and PQA) were mostly involved in coastal tourism infrastructure development, only two organisations (SWD, WWF) were interested in the awareness raising component of tourism, while, PITHM was recorded as the only tourism educational institute, and the rest of the interested organisations (CDGK, Agha's Sport fishing, SHEHRI, Bhaba-Bhit communities) were generally focused on coastal recreation.

The Power/Interest matrix (Johnson and Scholes, 1999; Johnson, Scholes, & Whittington, 2004) of coastal stakeholders (Appendix 2) show that out of 13 interested



stakeholders only four (DHA, KPT, PQA, CDGK) were highly powered organisations with legal access to coastal land utilisation, while, the rest of the interested stakeholders (nine) were recorded with variably low powered structures and were found dependent on key players for their tourism activities along the coast. In short, existing planning and management of coastal tourism in Sindh is following a power-based approach where the actual influence of stakeholders depends on power i.e. stakeholder with *high power* and high interest (DHA, CDGK, PQA and KPT) were more influential than one with *low power* and high interest (PTDC, STDC, SWD, IUCN, WWF, SHEHRI, coastal communities, Agha's Sport fishing, PITHM). However, in order to establish coastal tourism as an acceptable option in the case of Sindh province, all the stakeholders concerned should possess roughly equal capabilities of influence.

In order to pave the way for stakeholders' collaboration for sustainable tourism planning and management, the dynamism philosophy as proposed by Mitchell, Agle, & Wood (1997) is of potential efficacy in repositioning these stakeholders in the coastal tourism domain of Sindh. Although, powerful stakeholders, in particular who have little or no interdependence (for example, DHA) will undoubtedly try to keep control over the domain and resist attempts to share power with other stakeholders. For example, the National Tourism Policy of Pakistan (1990) recommended the establishment of a Beach Development Authority to promote participatory management approaches to coastal tourism. However, due to powerful stakeholders' reluctance to share power it has never been established (*Personal observations*). Nevertheless, awareness rising of the participant stakeholders about their individual autonomy in collaboration arrangements i.e. "*stakeholders retain their independent decision making powers while abiding by shared rules within the collaborative alliance*" (Wood & Gray, 1991, p146) can greatly facilitate the collaboration process in coastal tourism planning and management.

## Conclusion

This study concludes that the Mitchell, et al. (1997) classification system offers a valuable tool for initial identification and assessment of stakeholders. Its' dynamism philosophy theoretically explain stakeholders movement towards a more acceptable scenario. This dynamism can be more logically explained in terms of collaborative planning, where the stakeholders retain their original power (Wood & Gray, 1991). Although, shortcomings of this classification system were also encountered during the course of this study, such as lacking an objective means of measuring the intensity of various attributes, similarly, the stakeholders may challenge the stake that others define for them, as also reported by Jentoft, Mikalsen, and Hernes, (2003) and Mikalsen and Jentoft (2001). In short, this research concludes that stakeholders' collaboration is an important element for sustainability in tourism and, potential for the same concept exists in coastal locations of Sindh, Pakistan. However, at present, this potential is upset by the power based approach of key stakeholders, coupled with the political turmoil of the country. As a typical ICZM issue, stakeholders' collaboration for tourism involves trust building and long-term planning and therefore it should not be considered as a rapid and easy process.

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