

Development of Stakeholder Analysis Framework for Collaborative Tourism development*

Yongseok Shin**

협력적 관광개발을 위한 이해집단 분석틀 개발에 관한 연구*

신용석**

Abstract : Although tourism has been quite popular as development strategy, the outcomes may vary dependent upon managing stakeholders involved. Thus, stakeholder management has been the subject of growing research interests recently. Collaboration theory was suggested as an alternative to this question; however, collaboration theory may provide potential benefits, it lacks in consideration into stakeholder power relations. The purpose of this paper is two fold. One is to examine critically collaboration theory in the context of tourism development, and address the necessity of stakeholder analysis framework, and the other is to provide the framework. This paper argues that careful analysis of stakeholders from diverse perspectives should be done in advance, and presents stakeholder analysis framework which consists of six analysis indicators: interest, perspective, power base(resource), involvement, influence, and legitimacy. The framework consists of three stages: (1) identifying stakeholder, (2) assessing stakeholder, and (3) establishing strategies. It is argued that the framework in this paper can be useful to analyze stakeholders and to set up strategy for more collaborative tourism development.

Key Words : collaboration theory, stakeholder, collaborative tourism development, analysis framework, power resource, management strategy

요약 : 오늘날 관광이 개발전략으로써 각광을 받고 있지만, 그 결과는 개발과 관련된 이해집단을 어떻게 관리하느냐에 따라 달라질 수 있다. 이러한 이유로 어떻게 효율적으로 이해집단들을 관리하는지의 문제가 최근의 연구관심사가 되고 있다. 조직이론으로부터 시작된 협력이론은 이러한 문제에 대한 하나의 대안을 제시하기는 했지만, 이해집단들 사이의 역학관계를 충분히 고려하지 않은 한계를 가지고 있다. 본 논문은 이러한 관점에서 크게 다음 두 가지의 연구목적을 가지고 있다. 첫째, 관광개발의 맥락에서 협력이론을 비판적으로 분석하고, 그 한계를 보완하기 위하여 이해집단 분석틀의 필요성을 밝혀내는 것이며, 둘째 이러한 이해집단 분석틀의 모델을 제시하는 것이다. 본 논문에서 연구자는 이익, 관점, 권력자원, 관여도, 영향력, 정당성의 여섯 가지 요인으로 구성된 이해집단 분석틀을 제시하였는데, 이러한 분석틀은 이해집단 파악, 이해집단 분석, 이해집단 관리전략 설정의 3단계로 설정된다. 본 논문에서 제시된 이해집단 분석틀은 협력적인 관광개발을 좀 더 효율적으로 이끌어내는데 도움이 될 수 있을 것이다.

주요어 : 협력이론, 이해집단, 협력적인 관광개발, 분석틀, 권력자원, 관리전략

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** Chief Researcher, Korea Culture & Tourism Institute, e-mail: freestrong@kcti.re.kr

1. Introduction

Tourism has been advocated as a means of achieving economic growth and prosperity recently. In accordance with the interests in the potential of tourism as the generator for development, the importance of managing diverse stakeholders in tourism development is receiving growing recognition as well (Bramwell and Lane, 1999; Kang, 1999; Selin 1999; Timothy, 1999; Hall, 2000a; Selin 1999; Timothy, 1999, Kim, 2002). As Gunn(1988) has stated that the lack of coordination and cohesion within the fragmented tourism development is a big problem. Achieving coordination among the government agencies, between the public and the private sector, and among local communities is becoming a challenging task. This situation makes collaboration of stakeholders who are involved in tourism development important element for the success of the development. In the response to this concern, the discussion on new mechanism and processes for incorporating the diverse stakeholders of the tourism system is ongoing (Inskeep, 1991).

There has been growing academic interests in the application of collaboration theory to tourism development (e.g. Selin and Beason, 1991; Getz and Jamal, 1994; Jamal and Getz 1995; Bramwell and Sharman, 1999; Hall, 2000; Hong, 2003). Related studies argue that collaboration strategy may provide an effective mechanism for the successful tourism development through collaboration of key stakeholders to represent the various interests. However, critics point out that collaboration theory does not give enough attention to the unequal power relation among stakeholders which is embedded in society, and argue that more consideration should be given to the analysis of stakeholder relations. While the concept of collaboration theory may be useful in

advancing collaborative tourism development, its application will give rise to difficult challenges without the evaluations on influences from the different stakeholder pursuing his own interest (Hall, 1994; Reed, 1997; Shin and Lee, 2005).

The purpose of this paper is two-folded. One is to examine theoretical ideas of collaboration theory in tourism development and to address the necessity of stakeholder analysis for filling the gap in collaboration theory, and the other is to provide the framework of stakeholder analysis for collaborative tourism development.

2. Collaboration theory and tourism development

1) Collaboration theory

Collaboration theory originated in the area of organizational studies, more specifically, the field of inter-organizational relations. Organizational studies had traditionally been concerned with studies of individual organizations. However, as society became more complex and competitive, organizations found it increasingly difficult to act unilaterally to achieve their objectives (Anderson, 2000). Consequently, research upon inter-organizational collaboration began to appear in the 1960s, initially in the form of case studies, and it has been continuously developed since then (Robinson *et al.*, 2000).

Although collaboration theory was not developed by a single person, Gray's (1985, 1989) work in the 1980s was emblematic of this genre of research, especially in conceptualizing the process of collaboration. Gray (1989) enumerated six factors that were associated with increased environmental turbulence and were creating incentives for collaboration; (1) economic and technological change, (2) declining productivity

- Networking: exchanging information for mutual benefit
- Co-ordination: exchanging information and altering activities for mutual benefit and to achieve a common purpose
- Co-operation: exchanging information, altering activities and sharing resources for mutual benefit and to achieve a common purpose
- Collaboration: exchanging information, altering activities, sharing resources and enhancing the capacity of another for mutual benefit and to achieve a common purpose.

Figure 1. Collaboration and related terms

Source: Adapted from Himmelman (1996)

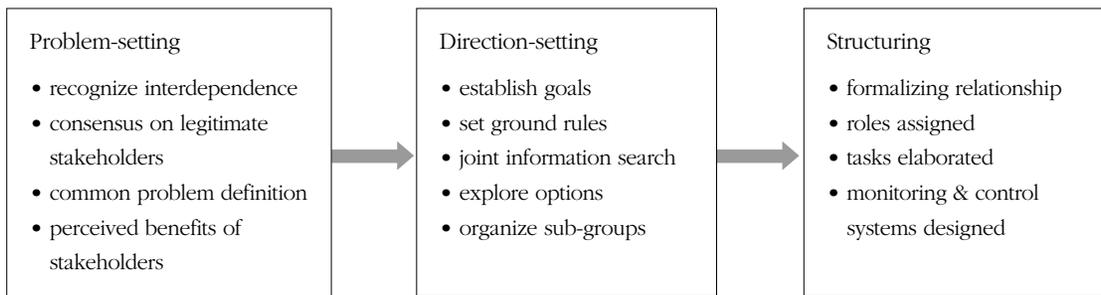


Figure 2. Stages of collaboration process

Source: adapted from Selin and Chavez (1995)

growth and increasing competitive pressures, (3) global interdependence, (4) blurring of boundaries between business, labour, and government, (5) dissatisfaction with court-initiated solutions, and (6) differing perceptions of environmental risk. Gray (1989, 227) defined collaboration as, “a process of joint decision-making among key stakeholders of a problem domain.”¹⁾ She also proceeded to identify five characteristics critical to the collaboration process; (1) stakeholders are inter-dependent, (2) solutions emerge by dealing constructively with differences, (3) joint ownership of decisions is involved, (4) stakeholders assume collective responsibility for the future directions of the domain, and (5) collaboration is an emergent process. Notably, Himmelman (1996) suggested a

definition of collaboration more focused on an empowerment perspective. He defined collaboration as “exchanging information, altering activities, sharing resources and enhancing the capacity of another for mutual benefit and to achieve a common purpose”, and makes comparisons between collaboration and related terms (Figure 1).

As Gray (1989) puts collaboration is an emergent process, collaboration is composed of three steps as follows; (1) problem-setting - identifying key stakeholders and issues, (2) direction-setting - sharing future collaborative interpretations; appreciating a common sense of purpose, (3) structuring/implementation - institutionalizing the shared meanings which emerge as the domain develops (McCann, 1983;

Gray, 1985). Therefore, the whole process of collaboration takes the form of an evolutionary model (See Figure 2).

As seen in the Figure 2, collaboration is not an short-term process, on the contrary, it may be a time-consuming and difficult process. However, it can be justified because collaboration can maximize mutual benefits to stakeholders, and avoid costs of resolving conflicts in the long term (Healey, 1998). However, it should be noted that achieving collaboration may be very difficult in reality, especially when stakeholders have differences in perspectives and values regarding matters involving them (Hall, 2000b). Therefore, it is very likely that different stakeholders have different values on issues. For this reason, the use of a mediator is often recommended to assist in solving disputes and conflicts, as is the use of a convener to guide and facilitate the process (Brown, 1985; Gray, 1985).

2) Collaboration theory in tourism development

As collaboration theory has gained prominence, it has attracted the attention of researchers from a number of disciplinary perspectives seeking solutions to various problems. As a result, collaboration theory has been adapted to a range of fields, such as resource management, education and training, community development and public policy, and tourism development (Hall and Quinn, 1988; Mulford, 1984). It is summarized that collaborative approaches in tourism development may help to further the core principles of sustainable tourism development as follows. Firstly, collaboration among a range of stakeholders may promote more consideration of the various resources that need to be sustained for the future. Secondly, by involving stakeholders from different fields with various

interests, there may be greater potential for the holistic approaches to decision-making process that can help to promote sustainability of tourism (Butler, 1999).

Most of the collaboration research in tourism studies is basically based on Gray's collaboration theory. The works of Getz and Jamal (1994) and Jamal and Getz (1995) are representative cases adapting collaboration theory. According to them, emergent tourism settings (i.e. problem domain or tourism planning domains) of today are characterized by the presence of numerous organizations, lack a well-defined inter-organizational process and represent under-organized systems (Jamal and Getz, 1995, 196). Interests are not collectively organized and there is a lack of institutions to support tourism. Therefore, these interests from different organizations (or stakeholders) render these tourism settings complex and ripe for conflict. The various parties who are joined in tourism development bring different values and agendas to these situations. As a result, the tourism system is considered to be highly fragmented, and it is asserted that: "no single organizations or individual can exert direct control over the destination's development process" (Jamal and Getz, 1995, 193). Therefore, under these complex circumstances, it is argued that collaboration strategy is an important element that may provide an effective mechanism for successful tourism development through selection of key stakeholders to represent the various interests (Getz and Jamal, 1994; Jamal and Getz, 1995).

However, criticisms of collaboration theory in tourism studies argued that collaboration itself is not sufficient. Reed (1997) pointed out that unequal power relations among stakeholders are not noted very well in collaboration theory. She argued that: "while power relations may be included within collaborative theory, it is frequently assumed that collaboration can

overcome power imbalances by involving all stakeholders in a process that meets their needs... However, power imbalances among stakeholders are so embedded in society that power relations may alter the outcome of collaborative efforts or even preclude collaborative action” (Reed, 1997, 567). Thus, Reed maintained that collaboration theory needs to focus on power relations as an explanatory variable that demonstrates why collaboration fails or succeeds.

Reed’s arguments on power relations and collaboration share a perspective to Hall’s warning about the common assumptions of tourism researchers. Hall (1994, 2000b) charged that many tourism research tend to hold the naive notion, about power in tourism communities, that everyone in a community has equal access to power and representation. He maintained that unless there are attempts to provide equity of access to all stakeholders, then collaboration will become another tourism planning cliché? Jamal and Getz (1995) argued that it is still possible to facilitate the collaboration process in difficult situations by the mediation of a suitable convener, such as a local authority or a local government.

However, it is only another assumption that local governments will be neutral arbiters in the tourism development process. On the contrary, local governments often favour the conventional power holders or local elite when there are conflicts among stakeholders. Moreover, local governments historically have used their political influence to emphasize economic growth (Hollinshead, 1990; Herremans and Welsh, 1999).

Therefore, while collaboration may be very useful mechanism in achieving sustainable tourism development for members involved, it is difficult for collaboration to happen in reality when there is power imbalance among stakeholders. It is more likely that the

collaboration process will be stuck at early stages unless stakeholder relation is carefully considered and analyzed. That is, critical stakeholder analysis is needed for the implementation of collaborative tourism development in reality.

3. Stakeholder analysis

1) The definitions of stakeholder

Before the discussion of stakeholder analysis in detail, it is necessary to examine the concept of stakeholder itself. According to a dictionary, the literal meaning of a stakeholder is quite different from the way in which it is generally used in this context today: “1. A person chosen to hold the money given by opponents in a race, bet, etc., and give it all to the winner, 2. A person, usually a lawyer, who takes charge of property during the time of a quarrel or sale.”²⁾

As seen in the definitions, quite contrary to the intended current application, a literal definition of a stakeholder is someone who has no stake in the particular issue in question. Because of this contradiction in linguistic integrity, Wiens (1995) argued that the word ‘stakeholder’ is misrepresented in many cases, and should not be used professionally (Mitchell, 1997). However, in spite of his argument, reality shows many applications of the word. This situation is getting more apparent as social problems in contemporary society become more complicated, and multiple persons and groups with interests in those problems, that is, stakeholders, get entangled with each other.

In academic research, it is assumed that the word stakeholder first appeared in the business management literature in the early 1960s. In that case, the term was meant to generalize the notion of stockholders as the group to whom business

management needs to be responsive. Thus, the concept of stakeholder was defined as “those groups without whose support the organization would cease to exist” and the lists of stakeholders originally included shareholders, employers, customers, suppliers, lenders and society (Freeman, 1984, 30-31). Freeman (1984, 46) re-defined this concept as follows: “a stakeholder in an organization is any group or individual who can affect or is affected by the achievement of the organization’s objectives”

After the concept of stakeholder originated in business management science, its use soon began to expand to other disciplines such as environmental and resource management and planning which often demand attention to the interests of involved persons and groups for solving the related problems. Accordingly, the scope of stakeholders went beyond specific business organizations, and the meaning of stakeholders was expanded to a general term from a particular business jargon.

Gray (1989, 5) suggested, that “stakeholders are the actors with an interest in a common problem or issue, and include all individuals, groups, or organizations directly influenced by the actions others take to solve a problem.” A similar definition, “any person, group, or organization

that is affected by the causes or consequences of an issue,” was suggested by Bryson and Crosby (1992, 65). Therefore, in this paper, the working definition of stakeholder is suggested as follows: “the actor(s), including individuals and groups, with interests in and influenced by the issues or problems.”

2) Stakeholder analysis tool

Originally, stakeholder analysis is a tool to analyze stakeholder relationships in organization management. It identifies important groups of people (or stakeholders) that can influence, or be influenced by, the organization and its activities. The stakeholders may include customers, shareholders, policy makers, employees, suppliers and the communities in which the organization operates (Freeman, 1984). The stakeholder analysis will help the organization understand what its stakeholders want, and develop appropriate ways of engaging it with the different stakeholder (Marr and Walker, 2001; Svendsen, 1998).

Although approaches may vary, stakeholder mapping is widely used in stakeholder analysis (Johnson and Scholes, 1993; Freeman and Reed, 1998). It consists of making judgements on two

		Level of Interest	
POWER	LOW	A Minimal Effort	B Keep Informed
	HIGH	C Keep Satisfied	D Key Players

Figure 3. Stakeholder Mapping: The Power-Interest Matrix (After Mendelow, 1991)

issues. Firstly, how interested each stakeholder (group) is to impress its expectations on the selection of particular development proposals. Secondly, whether they have the means to do so; that is, what power stakeholder groups possess. Together, these two issues can be used in the construction of power-interest matrix like Figure 3.

As seen in the Figure 3, the stakeholder power-interest matrix classifies stakeholders in relations to the power they hold and the extent to which they show interest in the development. Clearly, the acceptability of a particular proposal to the key players (segment D) should be the main consideration during the formulation of policies and planning. Often, the most difficult relationship to plan is with the stakeholders in segment C, who are mainly institutional stakeholders such as religion. Although these stakeholders may, in general, be relatively passive, a difficult situation can arise if their level of interest is underrated and they suddenly reposition to segment D and frustrate particular proposals for development. Part of the role of stakeholder management may be viewed as being to raise or satisfy the level of interest of these stakeholders. Similarly, the needs of stakeholders in segment B, who have high levels of interest but low levels of power, such as NGOs, needs to be properly need to be properly addressed largely through providing information. These stakeholders in segment B can be crucially important opponents or allies in influencing the attitudes of other stakeholders, for example, through lobbying and public protest (Johnson and Scholes, 1993; Eden, 1996). Therefore, it is a responsibility of managers or planners to undertake this informing process with, for instance, representatives of wider community interests.

Mitchell *et al.* (1997) especially stress the importance of power in stakeholder analysis.

According to them, each stakeholder will use his or her own power in an attempt to achieve and sustain goals and interests. However, stakeholders have very different degrees in controlling decisions that affect development process, and degrees of power are decided mainly by what kinds of power bases each stakeholder possesses. So Mitchell, Agle and Wood place power in three categories according to power bases; (1) coercive power based on physical force, (2) utilitarian power based on either material or resource such as goods and services, and (3) normative (symbolic) power based on prestige and esteem. Friedmann (1987) also emphasizes that power is a crucial attribute to consider in stakeholder theory and organization management. He argues that the major problem of the traditional organization development approach is focused on small-group relations and individual personality. As a result, the approach, which lacks in the power analysis, can not understand fully how stakeholders or organizations actually work both within themselves and with other actors.

4. Adapting stakeholder analysis tool for collaborative tourism development

As stakeholder analysis is useful organization management and development, it can be an effective mechanism for collaborative tourism development. However, stakeholder analysis may be a useful tool to advance collaborations, it should be adapted appropriately to be used in tourism development and planning settings. Therefore, this section discusses rationale and application of stakeholder analysis and suggests the adaptive framework for collaborative tourism development.

Hall (2000a) states that the fragmented nature of tourism system today creates environment which calls for collaboration of involved actors. Tourism development, especially policy-making and planning, has accepted stakeholder concept, because tourism development has been accompanied by complicated and various problems more and more. A new approach to solving these problems has been pursued, and it is suggested that all parties interested in or affected by tourism activities within a particular market or community, should collectively manage tourism system (Inskip, 1991).

Similarly, Sautter and Leisen (1999) argue that tourism planners should have a full appreciation of all the stakeholders who have interests in the planning, process, delivery and outcomes of tourism services. Their argument suggests that it is important to identify stakeholders and their respective interests in tourism management which is similar to the significance of the stakeholder power-interest matrix in organization management which has been provided earlier. However, the research on stakeholder analysis in tourism development do not explain clearly what kind of indicators should be assessed in stakeholder analysis. Therefore, this paper will present adaptive framework with more refined analysis indicators for collaborative tourism development.

Firstly, conventional analysis indicator should be more refined. For instance, power is regarded as crucial attribute in stakeholder analysis as shown in literature review earlier; however, it is not easy to measure power in stakeholder analysis. Because power in stakeholder analysis is not physical meaning, but social one which refers to the social relationships of stakeholders, the focus of analysis should be given to figuring out what kind of power resources that each stakeholder possess. The concept of power resources corresponds to that of three power

bases(coercive, utilitarian and normative power base) that was explained in Mitchell *et al.*, (1997)'s arguments earlier. Therefore, it can be more efficient in actual analysis to regard the power of each stakeholder as his power base (resource).³⁾

Secondly, 'perspective' as a new analysis indicator should be introduced in stakeholder analysis for tourism development. As Getz (1991) points out, perspectives of stakeholder in tourism development is fundamental which decides his attitude toward the development. These perspectives of stakeholders vary, because stakeholders have different values regarding matters in which they are involved. Values are "ends, goals, interests, beliefs that change with human perception and with time, and that have a significant influence on power conflicts relating to policy" (Henning, 1974, 15). Besides, Appadurai (1986) maintains that values are not inherent, fixed and objective properties, but acquired, changeable and subjective judgements within a social context. Therefore, different stakeholders tend to have different values which have an effect on their perspectives on development issues.

Thirdly, the types of 'involvement' and the degrees of 'influence' should be also analyzed. These two analysis indicators are linked with power base. In other words, they are dependent variables of power base indicator. Specifically, a power base of stakeholders may decide the type of their involvement and the degrees of influence on tourism development in hand. For instance, government as a stakeholder in tourism development may use his legal authority as power base. In that way, the government is involved with the development process as controller, and the degree of influence is significant.

Finally, consideration should be given to the issue of 'legitimacy' for collaborative tourism

development in the stage of establishing management strategy after conducting stakeholder analysis. Here, legitimacy does not mean just being correct or allowable to the law, which is provided in dictionary definition. On the contrary, it relates to the perception that the interests or claims of stakeholders are socially appropriate or desirable, which is based on constructed social values and beliefs (Hall, 2000b). Suchman (1995, 574) argues that “legitimacy is a generalized perception or assumption that the actions of an entity are desirable, proper, or appropriate within some socially constructed system of norms, values, beliefs, and definitions.”

Since legitimacy is based on social values and beliefs, it does not coincide with the power of stakeholders. In actuality, a high legitimate stakeholder, such as local resident group, may possess little power to have influence on decision-making process regarding tourism development. The legitimacy of stakeholders is of particular concern in terms of community

participation in tourism development which fosters empowerment of community members to determine their own goals for development (Timothy, 1999). Therefore, it is argued that considering the legitimacy of stakeholder in tourism development helps to understand who counts in terms of social value, which is not explored enough in power-interest matrix of stakeholder analysis.

Based on the discussion, now it is possible to construct stakeholder analysis framework for tourism development. The process of the framework development may be explained as follows.

Firstly, the process of stakeholder analysis may be composed of three steps; (1) Identifying stakeholder(group)s, (2) Assessing each stakeholder’s perspective, interest, power base, involvement, influence and legitimacy, and (3) Establishing strategies for stakeholder collaboration. Each step may be understood as pre-analysis stage, analysis stage, and management stage (See Figure 4).

(1) Identifying stakeholders: Pre-analysis stage

- Who are the stakeholders in the development project?

(2) Assessing stakeholder according to analysis indicators: Analysis stage

- What kind of perspectives the stakeholders have on the project?
- What are the interests of the stakeholders in the project?
- What power bases(resources) are the stakeholders likely to commit to the project?
- How are the stakeholder involved in the project in what ways?
- How much influence the stakeholders have on the project?
- What legitimacy of stakeholders should be guaranteed in the project?

(3) Establishing strategies for stakeholder collaboration: Management stage

- What kind of measures should be taken for developing collaboration of the stakeholders?

Figure 4. Stages of stakeholder analysis for collaborative tourism development

Table 1. An example of checklist for stakeholder analysis in tourism development

Analysis Indicator	Interest	Perspective	Power base (Resources)	Involvement	Influence	Legitimacy
stakeholder A (Government)	Political popularity	National or Regional development project	Law & public fund	Financial provider (public fund) & supervisor	High	High
stakeholder B (Private enterprise)	Business benefits	Business project	Private fund & technology	Developer & private fund provider	High-Medium	Low
stakeholder C (Local people)	Economic & Social benefits	Regional or local project	community power	Passive participant, beneficiary or sufferer from development	Medium-Low	High
stakeholder D (NGO)	Environmental preservation	Environmentally destruction	Lobby power	Active participant as lobbyist group	High-Medium	Medium

Secondly, the analysis stage in Figure 4, which is the core element of the stakeholder analysis, can be conducted effectively by using checklist table. The agendas which should be included in checklist table are the six analysis indicators: interest, perspective, power bases (resources), involvement, and influence. Table 1 shows a simple example of stakeholder analysis in a tourism development project by using checklist box. The types of stakeholder and number of groups can vary, and the agendas suggested in analysis indicators can also be different according to situation.

Finally, on the management stage as the last phase, the management strategy should be established from the stakeholder analysis results. In this stage, the project manager or planner should take into consideration most the power relations of stakeholders which will significantly the outcomes of the collaborative tourism development. According to Freeman (1984), the power relations of stakeholders in collaboration are closely related to power resources of stakeholders involved. In other words, the degree of power of one stakeholder to influence other stakeholders stems from the degree of power on

decision-makings that affect them.

In reality, the stakeholders tend to be divided into two groups, internal and external one as Finn (1996) named. Internal stakeholders mean those who have a stake (or interest) with strong power (or influence) and are involved in the decision-making process. On the other hand, external ones are those who have a stake with limited power, and are excluded from the process. Naturally, the internal groups does not care too much about the external ones, and will try to overpower them when there are interest conflicts among the groups. Thus, it is the job of tourism project planner to make equal opportunities for external stakeholders' participation and how to convene and mediate each stakeholder's interests and minimize potential conflicts in advance. Without these measures, tourism development project will take more time and consume energy. Therefore, the stakeholder analysis framework here can be useful for tourism planners and managers for inducing more effective collaborative tourism development. The whole concept of stakeholder analysis framework is diagrammed in Figure 5.

This Figure 5 summarizes the whole concept of

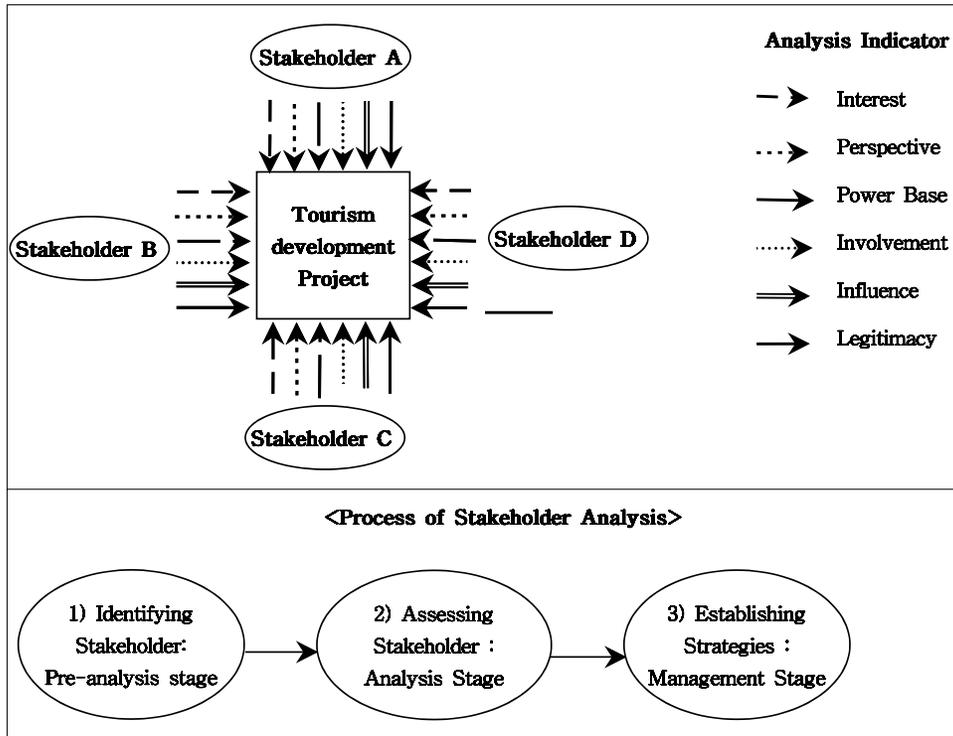


Figure 5. Stakeholder analysis framework for collaborative tourism development

the author's stakeholder analysis framework in diagram. As explained earlier, the process of stakeholder analysis will be conducted in three steps; (1) identifying stakeholder, (2) assessing stakeholder, and (3) establishing strategies. During the second step, which is the core stage of whole process, the developer or planner should assess each stakeholder, who is involved with tourism development project, with the six analysis indicator.

5. Conclusion

Although tourism has been more and more favored as development strategy, there has been growing concerns accordingly about effective collaborations among stakeholders involved,

because the tourism projects often stop or cease due to conflicts from stakeholders. As collaboration theory suggests that collaboration occurs when the problem is complex and a single person (or group) cannot solve it on its own, and collaboration is a process in which involved parties with a stake in the problem actively seek a mutually determined solution with stakeholders retaining their independence. Similarly, it is very difficult to complete tourism development successfully without mutual collaborations among stakeholders, because tourism setting of today is very complex and complicated. For these reasons, recent researches of tourism policy-making rely on this collaboration theory to explain how stakeholders in tourism development may work together to solve problems. However, these assessments have been criticized because of the assumption

that collaboration can overcome power imbalances by just involving all stakeholders in a process that meets their needs.

This paper's theoretical base draws on mutually compatible ideas from the literature in the above two fields: collaboration theory and stakeholder analysis. More specifically, this paper agrees with the basic idea of collaboration theory in tourism development, but contests that the theory should give more attention to stakeholder relations. Before putting the plan into practice, it should be carefully reviewed and considered how to balance power relations among stakeholders. Therefore, the author presented an adaptive framework for stakeholder analysis tool which can be useful to elaborate the collaboration process in tourism development.

Despite the potential academic contributions claimed from this paper, there are two limitations that pose a challenge for future research. The first limitation, which is from the character of this paper, is that the framework presented here has not been tested in real cases yet, because the research mainly relies on theoretical ideas from literature. The second limitation, closely related to the first one, is that the framework does not guarantee specific cases of tourism development projects, such as resort development, event planning, shopping mall construction, which may vary in situations. These are the tasks for future studies.

Notes

- 1) The problem domain means "a situation where the problems are complex and require an inter- or multi-organizational response, since they are beyond the capability of any single individual or group to solve single-handedly" (Jamal and Getz, 1995, 188).
- 2) Dictionary of contemporary English, 2nd Edition (1987). Essex: Longman House.

- 3) This process has been provided by modifying Freeman (1984)'s stakeholder management strategy. He suggested a three-step strategy: (1) identification of stakeholders and their respective interests, (2) the process to manage the stakeholders' relationship, and (3) management of a set of transactions or bargaining among the stakeholders.

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- Correspondence: Yongseok Shin, Korea Culture & Tourism Institute, Banghwa 3-dong, Gangseo-gu, Seoul, 157-857, Korea(e-mail: freestrong@kcti.re.kr, phone: +82-2-2669-8416)
- 교신: 신용석, 157-857 서울시 강서구 방화3동 한국문화관광연구원 책임연구원(이메일: freestrong@kcti.re.kr, 전화: 02-2669-8416)

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