

# Planning for Sustainable Tourism



## Part IV: Socio-Cultural & Public Input Study

### Volume VI: Framework for a Hawai'i Sustainable Tourism System

Prepared for



P.O. Box 2359 - Honolulu Hawaii 96804  
Street Address: 250 South Hotel Street, 4th Floor

by:  
John M. Knox & Associates, Inc.  
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**By:** John M. Knox & Associates, Inc.  
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## I. THE “SUSTAINABLE TOURISM SYSTEM” CONCEPT – HISTORY AND APPLICATIONS

In addition to the specific actions suggested by the Study Group, one of the socio-cultural and public input consultant’s major recommendations involves the possible extension and elaboration of the Study Group’s vision into some sort of actual, ongoing “Sustainable Tourism System,” to help assure both the quality of the tourism product and of the place on which it is based. Therefore, the purposes of this volume include:

- Explaining the general parameters of the “Sustainable Tourism System” concept – in the context of the actual meaning and history of the Sustainable Tourism concept.
- Suggesting some initial broad directions for such a system in Hawai`i.

As will be noted, a “Sustainable Tourism System” is a general template, a *concept*, and not a specific organizational formula. The history of this idea suggests every destination would want to create its own version, focused on its own values and assets, with a structure and set of participants that makes the most sense for the local context.

Therefore, what will be set forth at the end of this chapter are *general possibilities for further discussion and refinement* by the likely players in such a system – e.g., the Hawai`i Tourism Authority, DBEDT and/or the Governor’s Tourism Liaison, the University of Hawai`i, various community stakeholders, and the visitor industry itself.

### Meaning and History of “Sustainable Tourism”

#### ***What “Sustainable Tourism” Is and Is Not***

“Sustainability” has become something of a buzz word. It has been used in so many ways that it seems almost impossible to come up with a succinct definition that everyone agrees upon. It clearly refers to the idea of being able to “keep up” or “continue” something. But different people sometimes attribute different connotations that can cause confusion or misunderstanding, e.g.:

- *Small-scale ecotourism or “alternative” tourism only* – While this is a very common connotation, especially among small developing countries, it is not our meaning here. The literature suggests it may be more challenging for large-scale tourism to be “sustainable,” but it is definitely possible.

- A “*steady-state, unchanging future*” – This also is not what we mean by “sustainability.” Tourism is a very competitive market industry. Whether or not it keeps growing, it will certainly keep changing!
- A *constant or reliable rate of growth* – While some people do use the term “sustainable development” to refer to steady ongoing growth, that is not our particular current definition.
- A *no-growth future* – A very different set of people do believe “growth” and “sustainability” to be incompatible concepts. But this also is not how the term is used here, for reasons stated below.

The *quantity* of tourism – how much we can or should grow – will continue to be an issue of debate (unless and until the market itself establishes that Hawai‘i has reached its “natural limit,” and it is at least possible something like this is beginning to happen<sup>1</sup>). However, a careful reading of the “sustainable development” and “sustainable tourism” literature makes it obvious that the more common meaning of “sustainability” involves:

- (1) First and foremost, the *quality* of the industry – and, particularly, the assets on which it is based. In truth, “sustainable tourism” usually refers not so much to the preservation of the industry directly, but rather to the sustainability of the underlying assets – with the industry’s ongoing health flowing from that. Put another way, it is about preserving “sense of place.”
- (2) Second, the *process* by which a given community achieves some degree of consensus on what those key underlying assets really are, as well as how to measure them and how to preserve them. Promotional material for the international Sustainable Tourism 2004 Conference states: “Sustainable tourism is about process, and should not be confused with the tendency to generalize ‘greening’ and ‘eco-labeling’ of tourism products.”

While “sustainability” has many definitions, it is fundamentally about good collaborative planning and about not spending more capital than you possess – economic capital, environmental capital, or socio-cultural capital. For that reason, some destinations have supplemented or replaced the term “sustainable tourism” with phrases such as “wise tourism,” “responsible tourism,” or “intelligent tourism.” Here in Hawai‘i, we might even choose to call it “*Akamai* Tourism!”

### ***The Larger “Sustainable Development” Concept***

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<sup>1</sup> See Chapter II charts on Hawai‘i tourism data match with the classic “S-shaped curves.” The challenge for such “mature” destinations is how to rejuvenate themselves, in order to avoid actual *decline*. In fact, some Hawai‘i visitor industry stakeholders use the term “sustainable tourism” to mean the avoidance of decline. That isn’t exactly what’s meant worldwide by most people who talk about “sustainable tourism” – but it all may boil down to much the same thing.

While discussed for many decades, this idea entered the everyday lexicon after the World Commission on Environment and Development published the influential “Brundtland Report” in 1987. The vision was definitely one of socio-economic growth and development, but of a nature “*that meets the needs of the present without compromising the ability of future generations to meet their own needs.*”

These concepts became the central theme of the global 1992 Rio Earth Summit and the subsequent “Agenda 21 Manifesto.” This was a set of principles and practices – and recommended general planning processes – that quickly became a sort of basic constitution for international development organizations. “Agenda 21” is rarely mentioned in American media or tourism planning literature, but it is a common reference point for much of the rest of the world – including developed English-speaking countries such as Australia and the United Kingdom, where integrated economic, social, and environmental planning is becoming the norm.

The very number “21” now has become an internationally recognized numerical synonym for sustainable development. For example, a regional cooperative development effort by various north European countries is called the “Baltic 21” effort. And “Green Globe 21” – developed by the World Travel & Tourism Council – is the name of an international organization that certifies various travel-related businesses or destinations for compliance with sustainability principles.

(Note: While “Agenda 21” is not often talked about in the United States, some of the basic concepts – the “triple bottom line” of economic, social, and environmental outcomes; collaborative planning by diverse stakeholder groups; the use of “quality of life” indicators to track goals agreed upon by all stakeholders – are present in state or municipal systems such as the Oregon Benchmark system, Phoenix [Arizona] ongoing Quality of Life study, and Virginia Results program, to name a few.)

### ***The Spread of the “Sustainable Tourism” Idea***

In 1995, the World Tourism Organization – along with the Earth Council and the World Travel & Tourism Council – developed an *Agenda 21 for the Travel and Tourism Industry*. This was followed by a wide variety of tourism-related codes and proclamations of principles by organizations such as the Pacific Asia Travel Association (PATA), the American Society of Travel Agents, the United Nations Division for Sustainable Tourism, the International Ecotourism Society, and many more. A multitude of national governments published “sustainable tourism indicators,” and organizations such as Green Globe 21 started to promote certification and accreditation programs.

While much of this initial effort remained abstract and at a national or international level, it stimulated widespread awareness of the idea, and international development organizations soon narrowed their tourism assistance

programs to efforts that met the broad requirements of “sustainability.” By 1999, Sustainable Tourism (often now abbreviated as ST) had become “the dominant organizational paradigm of the global tourism sector.”<sup>2</sup> (For those who have come to loathe the word “paradigm,” we may restate this as: ST is now the established international *business model*, especially for small island developing nations that may compete with Hawai`i for a very limited, but elite and influential, international market.)

In 1999, the International Council for Local Environmental Initiatives (ICLEI<sup>3</sup>) developed “guidelines” for local (i.e., municipal, state, or regional – below the national level) implementation, recognizing that local rather than national or international authorities are most directly responsible for practical policy development and action. As discussed shortly, a number of local governments or tourism authorities are starting to implement ST systems, although it appears the idea remains fairly new. Particularly among large-scale tourism destinations, Hawai`i retains the chance to take a leadership position.

## Broad Characteristics of “Local Sustainable Tourism Systems”

In 2003, the United Nations Environmental Program (UNEP) and the ICLEI<sup>4</sup> published an initial review of ST “Local Agenda 21” systems. The document makes clear that this is simply a general template for a local planning process:

*“A Local Agenda 21 is an approach through which a local community defines a sustainable development strategy and an action program to be implemented. The approach is usually initiated by the local authority, which provides leadership for the process. Its success hinges on close cooperation between the population, NGOs, private enterprises and other local interests.*

*“The process normally involves five steps:*

- 1. Setting up a Local Agenda 21 Forum and/or working groups;*
- 2. Discussion and analysis of the main local issues;*

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<sup>2</sup> David Weaver and Laura Lawton, *Sustainable Tourism: A Critical Analysis*, 1999, p. 8. Published by Australia’s Cooperative Research Centre (CRC) for Sustainable Tourism. While somewhat densely written, this paper offers an interesting and dispassionate critique of the ST concept. It may be ordered and downloaded for a small charge from the CRC website, <http://www.crctourism.com.au/>.

<sup>3</sup> The ICLEI, according to its website, “is an international association of local governments implementing sustainable development.” The City and County of Honolulu is listed as a member.

<sup>4</sup> UNEP and ICLEI, *Tourism and Local Agenda 21: The Role of Local Authorities in Sustainable Tourism*, 2003. Download at no charge from <http://www.uneptie.org/pc/tourism/library/local-agenda21.htm>. Material quoted above from pp. 8-9. As used in this report, the phrase “local authority” is very broad. Applied to Hawai`i, it could mean the Hawai`i Tourism Authority, but could also mean State or county governments.



3. *Identification of goals and ideas for action for the sustainable development of the local area;*
4. *Integration of these goals and ideas into a Local Agenda 21 action plan that is adopted by the local authority and others;*
5. *Implementation of the action plan, with the involvement of all relevant players.*

*“There is no prescription for what issues and activities the process should address, as all places are different and the principle is to enable partners in each location to identify their own priorities. However, in accordance with Agenda 21, the process should focus on economic, social and environmental sustainability.”*

Missing from this particular formula, but present in most other prescriptions for local ST approaches, is the importance of *specified indicators* to track the health of underlying key assets for the industry and related quality of life for local residents.

In some ways, all this is just an outline for a very standard and unremarkable planning process. And yet it is arguably also quite innovative because it implies:

- **Broad planning to help sustain an overall industry, not just land use plans for particular resorts, attractions, or activities;**
- **Ongoing collaboration among diverse stakeholders, in and out of government;**
- **A system for helping not only to identify and perhaps resolve problems, but also to set positive goals for the industry; and**
- **A measurable, results-oriented iterative system for tracking progress toward the goals (something often recommended but rarely implemented in plans).**

## **Examples of Applications at Local or Island Levels**

These examples include some that are forerunners of, or variations on, the ST system concept but have “lessons learned” for Hawai`i’s present situation. However, we will begin and end with examples that seem to present models of particular interest for State- or island-level ST systems.

### ***United Kingdom: National, Regional, and Local Sustainable Tourism Systems***

The United Kingdom – an island nation with multiple indigenous ethnic groups – has made “sustainability” a cornerstone of its integrated tourism marketing and

product quality planning system. Its combination of a national strategy, linked to regional and local processes, is a potential general model for Hawai'i to explore, if and as we consider our own possible statewide system with local island or community approaches.

The UK's Department for Culture, Media & Sport published a general strategy in 1999 entitled "*Tomorrow's Tourism: A Growth Industry for the New Millennium.*" It directed the national tourist authority (recently renamed "VisitBritain") to concentrate its energies on five key areas: (1) research; (2) quality assurance; (3) promoting best practice and innovation; (4) overseeing systems for data collection and analysis; and (5) "acting as a voice for successful sustainable tourism in England." The plan stated: "Sustainability – economic, social and environmental – is the common objective of these activities." It mandated development of national tourism indicators, as well as working with the Green Globe 21 organization to promote best environmental practices for companies and destination areas. Marketing and promotion issues were addressed as well.

The national agency was also directed to work closely with regional development agencies and regional tourist boards, as well as with local authorities, who were expected to develop their own "Local Agenda 21" strategies for tourism and sustainable development in general.

In 2002, the Department and the British Resorts Association published a discussion of possible local-level Sustainable Tourism Indicators (LSTI).<sup>5</sup> The committee decided to test-pilot an initial list of trial LSTI (assisted by the Welsh Local Government Data Unit<sup>6</sup>) in a "small but representative group of local destination partnerships." Based on that experience, it will then publish "an array of LSTI, background guidance, and examples of best practice for ... local tourism forums, local authorities, regional tourist boards, etc." Each local area would design a system that made local sense.

In 2003, the government posted on the national Sustainable Tourism website ([www.wisegrowth.org.uk/](http://www.wisegrowth.org.uk/)) a "*Destination Management Handbook*" providing local areas with a blueprint for "a common approach ... to establish sustainable tourism," via:

- Destination audits – resident/visitor satisfaction; economic impact; carrying capacities for specific natural areas.

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<sup>5</sup> *Measuring Sustainable Tourism at the Local Level: An Introduction and Background.* May be downloaded for free:

[http://www.culture.gov.uk/global/publications/archive\\_2002/sustainable\\_tourism.htm](http://www.culture.gov.uk/global/publications/archive_2002/sustainable_tourism.htm).

<sup>6</sup> The 22 Welsh local authorities are also currently experimenting with joint measurement of 43 economic, social, and environmental Quality of Life Indicators, to determine the practical value of a broader "sustainability" monitoring system: [http://www.lgdu-wales.gov.uk/html/eng/our\\_projects/qol/eng\\_qol.htm](http://www.lgdu-wales.gov.uk/html/eng/our_projects/qol/eng_qol.htm).

- Destination planning – developing partnerships, local authorities, management plans.
- Destination development – marketing, overall quality, sustainability awards, etc.
- Monitoring performance – measuring performance via LSTI or other approaches.

### **Examples of “Tourism Local Agenda 21” Systems Compiled by United Nations**

The 2003 UNEP/ICLEI publication referenced in the previous section of this chapter was primarily dedicated to extensive profiles of five very local-level (i.e., county or municipal) applications of the “Tourism Local Agenda 21” (LA21) concept.<sup>7</sup> All of these are in places with residential and visitor populations less than those of Hawai`i, although some of the populations are comparable with particular Hawaiian islands. Perhaps because of the national British system just described, two of these five examples were from the United Kingdom:

- (1) **Winchester (UK):** Historic city of 35,000 (but 111,700 in total district, where tourism is a main regional activity) ... low-spending day-trippers account for 90% of visitors. The LA21 purpose is to address concerns of residents who feel overwhelmed by tourist presence. It was developed in 1998 and is still overseen by an “LA21 Working Group,” including government, industry, and community stakeholders. *“One key tool is the citizens’ panel, a group of 1,600 residents who regularly complete detailed questionnaires on all aspects of the [City] Council’s services and strategies”* (pp. 46-47).
- (2) **Bournemouth (UK):** South of England ... 150,000 residents ... 1.5 million visitors/yr., plus 4.5 million day-trippers. Purpose of LA21 is to maintain quality of resort, encourage good management of desired growth, and prevent any possible deterioration. (British coastal resorts in general have been struggling with decline.) The Bournemouth Borough Council has an environmental management system run by government agencies, plus a community-wide “Bournemouth Partnership” whereby industry and community stakeholders create/update a Community Plan.
- (3) **Calvià (Balearic Islands, Spain)** in south of Majorca ... 42,000 residents plus 50,000 “de facto” residents (seasonal workers plus part-time Northern European retirees) ... boomed in 60s, followed by “a crisis in the late 80s,” when tourism dropped by 20%. Purpose of LA21 is to repair problems of past overdevelopment. LA21 envisions “complete restoration scenario,” including environmental and workforce quality. A Citizens’ Forum helped

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<sup>7</sup> Criteria for inclusion as one of the case studies were fairly strict, including specific use of the “Local Agenda 21” terminology.

craft an implementation plan with 10 strategic lines of action and 40 specific initiatives, along with “27 Fields of Reference and 775 indicators in order to allow study and evaluation.”

- (4) **Marie-Galante (French Caribbean):** Small (pop. 12,500) rural island in French West Indies “striving to develop its as yet very limited tourist activity.” Purpose is to stimulate sustainable economic development. Few major investors to date ... 50% of island’s 700 tourist beds are in guesthouses and rural lodgings. Because of unspoiled character, “*The island’s leaders are convinced that lagging 30 years behind [surrounding islands] may well turn out to mean being 30 years ahead*” (p. 55). Government contracted with a group of outside experts – who consulted with local players – to establish an “eco-based” marketing and product quality plan. A resident advisory committee was initially lightly attended but is now generating more enthusiastic participation.
- (5) **Storstrøm County (Denmark):** Industrial and agricultural region “striving to guide its tourism sector toward sustainability” ... 260,000 residents in 24 communities on various Danish islands. Purpose is a mixture of the foregoing other four purposes, with emphasis on energy savings and other “green” programs. LA21 not tourism-specific, but includes substantial attention to tourism. Major initiatives include “green” information and demonstration projects for tourism industry, plus recreational infrastructure development.

### ***Hawai`i in the Late 1980s***

In 1986, the Hawai`i State Legislature passed enabling legislation for the continuous monitoring of the impact of tourism on the economic, social, and physical environment. This was designated the “Tourism Impact Management System” (TIMS – later changed to the “Visitor Industry *Monitoring* System,” or VIMS). Responsibility was assigned to the Tourism Branch of the old Dept. of Business and Economic Development. The framework called for:

- Ongoing statewide surveys of residents (a concept revived by the Hawai`i Tourism Authority in 1999);
- A Tourism Data Book;
- A “community journal” on tourism; and
- Other special studies (such as a workforce survey).

Although TIMS/VIMS generated several products in the late 1980s, it was swept away when war and economic changes crippled Hawai`i’s visitor industry in the early 1990s. At that time, resources were re-directed to promotion and marketing.

Arguably, there are at least two important lessons here for a possible new Hawai`i Sustainable Tourism System:

- (1) TIMS/VIMS was heavy on studies, short on actions. An ST system needs to be more action-oriented.
- (2) The system was solely focused on *impacts* or problems, so it had few real champions in the visitor industry. It doesn't hurt to be honest about tourism's problems, but it helps more to frame things in terms of goals and improving benefits.

### ***Nation of Samoa (and other "Small Island Developing States")***

Samoa is one of many "small island developing states [i.e., nations]" (SIDS) being assisted by international aid organizations in the development of Sustainable Tourism. Most of these are far smaller than Hawai'i, in terms of both resident and visitor population. However, Samoa and other small island countries are now beginning to be linked in ways that *may* generate a sort of international tourism development common standard of excellence in areas that otherwise now seem far behind Hawai'i in any other sort of competitive analysis.

The United Nations held a "Global Conference on Small Island Developing States" in Barbados in 1994, and this resulted in an action program, built around Agenda 21, with special attention to tourism. Today, the UN's Small Islands Developing States Network (<http://www.sidsnet.org/>)<sup>8</sup> and the Alliance of Small Island States (AOSIS <http://aosis.org/>), are working with tourism planners and various international aid donors (of funds or expertise) towards common concepts of Sustainable Tourism. In the Caribbean, the Association of Caribbean States has established a "Sustainable Tourism Zone." In the Mediterranean, there is a movement to establish a "Sustainable Tourism Watch" in the Balearic Islands. In the Indian Ocean, the UN has launched major initiatives for sustainable tourism development in both Mauritius and the Maldives. There are many other island-related examples around the world.

However, Samoa is one of a few such countries to have developed and implemented sustainable tourism indicators, though it is now facing the challenge of how to keep up the monitoring. The "Samoa Sustainable Tourism Project" was a collaboration between an applied researcher doing doctoral work and the Samoa Visitors Bureau (now the Samoa Tourism Authority), assisted by a project advisory committee and also guided by village surveys and key informant interviews. An extremely thorough process generated a set of 20 economic, environmental, socio-cultural, and tourism quality indicators.

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<sup>8</sup> Although Hawai'i, which is of course not an independent nation, would appear to be excluded from SIDSnet activities, it is possible we may still be able to participate in a new Web-based initiative called the "International Network on the Sustainable Development of Coastal Tourism Destinations." State and county agencies associated with coastal area planning may wish to explore this option.

Results from the first round of monitoring were used to prepare a new tourism development plan and to support funding applications for tourism development projects. However, according to the project facilitator, “... development of the new plan diverted human resources; delayed re-monitoring; momentum was lost; and many of the original members of the team subsequently moved on to other positions. Despite efforts to re-invigorate the program following the publication by SPREP of the Indicator Handbook<sup>9</sup>, there has been loss of ownership and commitment, placing the future of the project in doubt. The difficulties faced by the project are typical of the challenges of any long-term development project – political vision is short-term; voluntary stakeholder committee eventually tire; project champions move on; and ownership is lost. Maintaining the momentum is one of the central challenges of sustainable tourism monitoring.” (Personal communication, L. Twining-Ward, 11/5/03).

### ***The “Limits of Acceptable Change” Natural Resource Protection Model***

“Limits of Acceptable Change” (LAC) is the most widely known of several management models originally designed to protect natural resource areas open to public use, such as national parks. It developed as an alternative to “objective” carrying capacity approaches, which often proved impractical. Usually led by agencies responsible for managing the resource, stakeholders – such as business, environmental, and community groups – combine information from scientific studies with their own subjective values to specify “acceptable” growth targets or limits. Since its initial use in the early 1980’s, the system has been adapted and modified into various other models. The Tourism Optimization Management Model (TOMM) applied to Kangaroo Island (see following pages) may be considered an extension of LAC.

In the United States, LAC was first used in designated wilderness areas managed by the U.S. Department of Agriculture (USDA) Forest Service, which has been applying and improving the process for some 20 years. Perhaps the most recent comprehensive application of LAC has been at the Mount Rogers National Recreation Area in Virginia ([www.southernregion.fs.fed.us/gwj/mr/lac/](http://www.southernregion.fs.fed.us/gwj/mr/lac/)).

Internationally, LAC has been used in a broad range of natural resource issues, both within and outside of protected areas, including numerous small island destinations – e.g., the San Andres archipelago, Colombia; the Seychelles (Bird Island); the Maldives; Galapagos, Ecuador; various Caribbean Islands; the Florida Keys (USA); and La Reunion Island in the Indian Ocean (discussed more on the following page).

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<sup>9</sup> Louise Twining-Ward, *Indicator Handbook: A Guide to the Development and Use of Samoa’s Sustainable Tourism Indicators*. South Pacific Regional Environment Project (SPREP), Apia, 2003.

The nine steps<sup>10</sup> to LAC for a natural resource area include:

1. Identify the area's special values, issues and concerns
2. Identify and describe "recreation opportunity classes" (zoning)
3. Select indicators of resource and social conditions
4. Inventory existing resource and social conditions
5. Specify standards for resource and social conditions in each opportunity class
6. Identify alternative opportunity class allocations
7. Identify management actions for each alternative
8. Evaluation and selection of preferred alternative
9. Implement actions and monitor conditions

Could LAC be applied not just to a specific outdoor attraction, but to an overall visitor destination such as Hawai'i (or one of the islands)? It may be argued that the HTA's *Ke Kumu* Strategic Plan has, in large part, already accomplished Step 1 above. The Hawai'i Office of Planning has already achieved much of Step 2. The Sustainable Tourism Study Group is proposing indicators as per Step 3. Past efforts by the Hawai'i State DBEDT, as well as the Census, have already achieved much of what would be required for Step 4.

This begs the question: Are Hawai'i conditions right for the implementation of LAC? According to experts, ideal conditions<sup>11</sup> for successful implementation of LAC include:

1. Level of usage constitutes the most significant effect in determining the amount of impact.
2. The recreation activities/experiences are affected by the number of users.
3. A clear, specific, and known relationship must exist between use levels and social and resource conditions.
4. Agreement on the type of desired social and resource conditions, including the type of recreation opportunity.
5. There must be agreement on the acceptable level of impact.
6. There must be agreement on the objectives.
7. There must be agreement on the optimum number of people visiting an area.
8. The management authority must have the resources to administer policy decisions.

The first condition might be a problem in Hawai'i, at least for the state as a whole rather than specific parks or other resource areas. It may be difficult here to gain

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<sup>10</sup> "Protected Area Planning Principles and Strategies," William T. Borrie, Stephen F. McCool, and George H. Stankey, 1998 (in *Ecotourism: A Guide for Planners and Managers*. Vol. 2, pp. 133-154).

<sup>11</sup> *Ibid.* (see previous reference)

agreement that the sheer quantity of visitors, as opposed to improvements in the quality of the product, should be the primary focus of any management system.

However, in La Reunion Island, the conditions were right. La Reunion island (57 East Longitude and 20 South Latitude) is situated in the Indian Ocean, part of the Mauritius archipelago ([http://perso.wanadoo.fr/daniel.lacouture/uk\\_index.htm](http://perso.wanadoo.fr/daniel.lacouture/uk_index.htm)). A small volcanic island of 207 kilometers in circumference with a mountain range peaking in the Hook of Snows at 3069 meters, it is of similar size and shape to Kauai, but much more densely settled – the island has about 720,000 inhabitants. The population is mixed with descendents of European (French) settlers, African slaves, Chinese traders and Indian laborers and traders. Tourism and sugar cane production are the main economic activities on this populous island.

High population density led to both environmental damage and social conflict due to rapid tourism growth. In ongoing discussions, it became clear that most stakeholders wanted preventive planning to ensure long-term sustainability of tourism resources on which the private and public sector relied for financial health. Thus, the LAC model was adapted to help guide a complete environmental and social audit, coastal zoning plan, and initial levels for appropriate use. These levels are regularly re-assessed to prevent conflicts and irreversible degradation. Thirty indicators (8 economic, 12 environmental and 10 social) – ranging from overall arrivals to more site-specific measures, such as density measures for strategic sites – are regularly reviewed and provide the tool for local decision-making.

### ***Tourism Optimization Management Model (TOMM) of Kangaroo Island, Australia***

Although now being adapted for larger-scale Australian destinations, the “Tourism Optimization Management Model” (TOMM) began as a further refinement of wilderness park management models that developed in the late 1980’s and early 1990’s. Among these were the Limits of Acceptable Change (LAC), VAMP (Visitor Activity Management Program), and Visitor Impact Management (VIM) models, developed primarily in U.S. National Parks planning and long applied both in United States National Parks and in similar protected natural areas internationally (e.g., the Galapagos islands).

In 1997, the South Australian Tourism Commission – in partnership with various other tourism- and development-related agencies – combined some of these previous park management approaches with “sustainable tourism” principles to produce the TOMM system for Kangaroo Island. The South Australian Tourism Commission began applying TOMM to Kangaroo Island to ensure the fragile island environment’s sustainability and attractiveness as a tourism destination, after it suffered some modest declines in visitor numbers and environmental



integrity of assets. The Kangaroo Island TOMM includes collaborative multi-stakeholder goal setting and an indicator measurement framework.

Kangaroo Island, in South Australia, is the continent’s third largest island at 97 miles long, 34 miles wide, covering an area of 1,730 square miles (almost half the land mass of the Big Island, but with a resident population of just 4,360). The island is only 110 kilometers south of Adelaide and 16 kilometers off the coast. It is surrounded by pristine beaches, with one-third of the island conserved in 21 National parks teeming with a rich diversity of flora and fauna, including more than 250 recorded bird species. Kangaroo Island has a growing, largely domestic tourism industry, with more than 656,000 visitors a year (BTR National Visitor Survey and International Visitor Survey from June 2002 to June 2003).

In 2003, the South Australian Tourism Commission’s website described TOMM as:

*“A program ... designed to assess, monitor and manage the long-term health of tourism destinations. In this model, future scenarios are examined and local communities are engaged in a process to consider what desirable economic, marketing, environmental, community, visitor experience, and infrastructure development conditions they wish to see.*

*“The process also identifies what needs to be monitored (and the acceptable ranges of these performance indicators) to determine if they are achieving these desirable conditions. This innovative program is currently being applied to tourism activity on Kangaroo Island. “* (South Australian Tourism Commission, Corporate Website, [www.tourism.sa.gov.au/tourism/publications.asp](http://www.tourism.sa.gov.au/tourism/publications.asp), October 2003)

The program’s Web-based monitoring and reporting system (<http://www.tomm.info/>) presents results for various economic, marketing, socio-cultural, visitor experience, and environmental indicators. Reproduced here are a few selected economic indicators:

**Selected “Economic Conditions”**

Optimal Condition	Indicator	Acceptable Range	Result 2001	Result 2000
The majority of visitors to KI stay longer than 3 nights	<a href="#">Annual average number of nights stayed on KI</a>	3 to 5 nights	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
The tourism industry is undergoing steady growth in tourism yield.	<a href="#">Annual average growth in total tourism expenditure on KI per number of visitors.</a>	4 to 10 % annual average growth.	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

(Note: The website is constructed so that clicking on the description of an indicator will lead to display of a chart showing the indicator over time.)

Although substantial focus is placed on indicator monitoring, TOMM also emphasizes the need for a management response system if indicators are going “off target.”

Objective 3.6 of the South Australian Tourism Plan 2003-2008 cites TOMM as “an example of pioneering work where South Australia is already providing leadership in world best practice in destination management.” It goes on to state:

*“Although a Kangaroo Island initiative, it has been developed as a blueprint for tourism management in other [South Australian] destinations. Opportunities to initiate destination management processes such as TOMM in all regions will be encouraged. Strategies:*

1. *Extend the application of TOMM or related models to other sensitive destinations in South Australia.*
2. *Continue to adapt and refine TOMM taking account of particular destination circumstances.*
3. *Encourage professional and public interaction with the KI TOMM website to help TOMM become a more widely used and practical tool.*
4. *Present the TOMM approach to other destinations and encourage feedback and mutual learning.*
5. *Explore sustainable funding options for the implementation of TOMM.*
6. *Work with the education sector to ensure destination management is a subject or key component of any secondary or tertiary or related tourism course.”* (South Australian Tourism Plan 2003-2008, Objective 3.6, p. 48)

South Australia currently receives 5,421,000 domestic and 301,000 international visitors a year (12 months ending June 2003, BTR Australian National Visitor survey and International Visitor Survey). Obviously, application of TOMM to an entire Australian state with more than 5.5 million visitors is closer than the Kangaroo Island example to the potential scale of any statewide application of TOMM in Hawai`i. However, the South Australian concept would implement TOMM on a region-by-region basis – a “bottom-up” rather than “top-down” approach. South Australia is also dealing with a very different tourism industry than Hawai`i’s, in that their tourism industry is in its developmental stage and largely domestic. Application of TOMM to Hawai`i or any other destination would require modification to suit that destination’s specific circumstances.

## **Possible Directions for a Hawai`i System**

### ***Functions That a Sustainable Tourism System Might Serve in Hawai`i***

As stated at the beginning of this chapter, the intent here is to present some possibilities, not all of which may be feasible or appropriate for Hawai`i, and to

generate discussion about priorities among them and/or about additional possible activities.

We would, however, submit that the success of any such system very much depends on a *balance* between communicating/enhancing benefits vs. realistically identifying/addressing problems. The system should be neither a visitor industry public relations forum nor a platform for endless criticism. Conflict about tourism growth and tourism outcomes will continue,<sup>12</sup> and a certain amount of conflict is healthy. However, a successful ST system is one in which participants would – at least temporarily – agree to work together on common goals. A few groups may hold such strong feelings that it is difficult for them to participate, but the system’s purposes and activities should be even-handed enough that most people feel a good-faith effort is being made.

We would also submit that the system should remain focused on the principle of preserving and enhancing key assets – natural resources, socio-cultural ethos, adequate infrastructure – which support both tourism and resident quality of life. It may or may not extend to other aspects of tourism, but the system must not lose this focus.

Some possible broad functions – with an inevitable degree of overlap – for a Hawai`i ST system include:

- (1) Goal setting, action plans, and implementation
- (2) Convening/collaborative
- (3) Measuring and tracking indicators of sustainability success
- (4) Communication/education
- (5) Standards/certification
- (6) Industry “quality” efforts
- (7) Research and linkages to the outside world
- (8) Conflict mediation
- (9) Coordination of, or support for, island-level or topic-specific ST systems

**Goal Setting, Action Plans, and Implementation:** This is the path the Study Group has started down, and it is usually regarded as a core function of any ST system. The concerns of the Study Group include some topics addressed by the HTA’s *Ke Kumu* Strategic Plan, though the Study Group has also added specific target actions (the feasibility of which are still being explored) and indicators of success. However, the Study Group’s issues – and the typical range of concerns in any ST plan – extend beyond those of the HTA’s current plan, covering topics such as:

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<sup>12</sup> Conflict – or at least competition – among various components of the visitor industry itself will also continue. The search for cooperation and conflict resolution cannot overcome the basic nature of a free-market system. Still, various business interests also must feel that the system is a safe venue at least for raising concerns, and that it is not fundamentally geared to the interests only of certain businesses.

- Needed infrastructure improvements by State or county agencies – including overburdened parks (which the HTA has already started to address), highways, resort-area water and sewage systems, etc.;
- Cultural authenticity of the industry product, and protection of place-specific cultural assets during the development phase;
- Industry working conditions, and economic opportunities for local businesses working with mainstream industry players;
- Better enforcing existing natural resource protection programs, preserving the environment from invasive alien species, and assuring that Hawai`i's visitor industry incorporates "best practices" in water- and energy-saving systems;
- Involving professional associations and industry groups in activities such as encouraging better design and sorting out conflicts over outdoor resources.

This broader scope in some ways might be like a return to the old Tourism Functional Plan of the 1970s, but hopefully with more streamlined emphasis on action – e.g., agreements among industry, environmental, and cultural groups to combine lobbying efforts for a few key priority items each year where major funding is needed ... as well as emphasis on unfunded "elbow grease" from stakeholder groups making a maximum effort to cooperate on volunteer activities together.

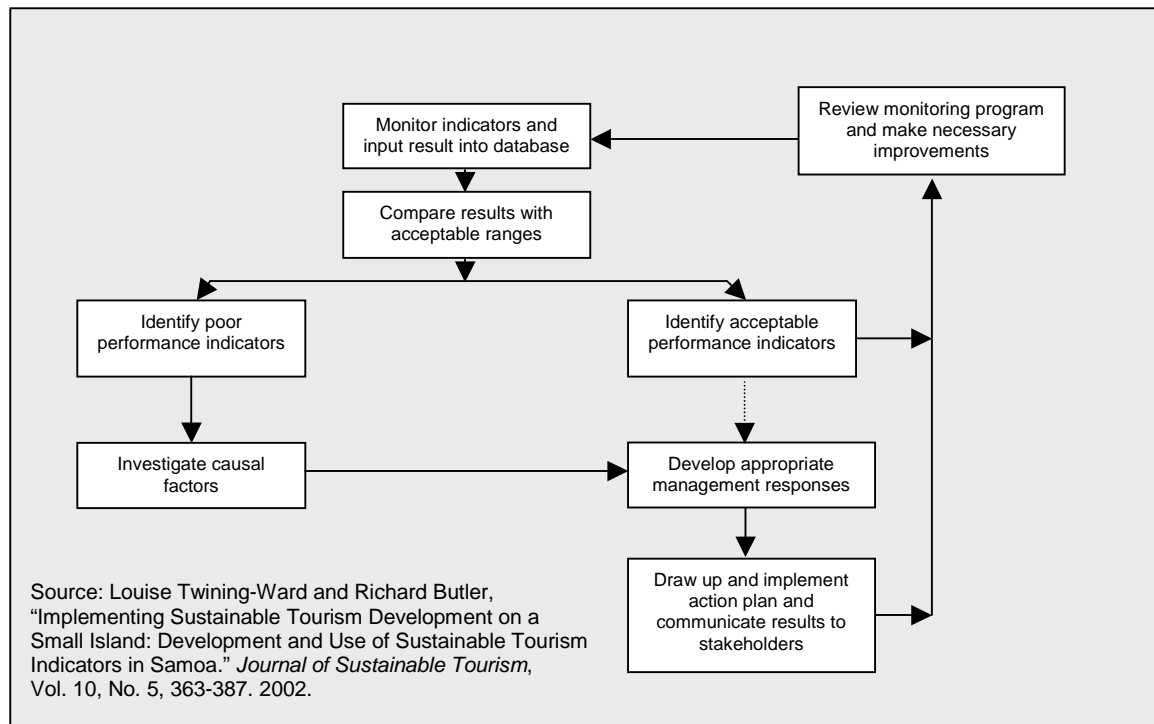
**Convening/Collaborative Function:** To achieve both the foregoing and also some of the subsequent activities, various government, industry, and community stakeholders must somehow get together and make decisions. An ST system could involve:

- Multi-stakeholder councils or committees like the Study Group;
- Periodic larger "Sustainable Tourism Congresses," with widespread participation; and/or
- Web-based approaches (chat rooms, shareware, etc.).

**Measuring and Tracking Indicators of Sustainability Success:** As previously noted, this is also considered a standard function of any "sustainable tourism" (or, for that matter, any "sustainable development") system. The current Sustainable Tourism Study Group is in the process of identifying potential indicators – some of which already exist, and others of which imply new data collection. Other organizations, such as the Office of Environmental Quality Control (OEQC), already collect and publish indicators that could bear on at least some aspects of "tourism sustainability."

The whole idea of tracking indicators is (1) to assure that performance goals are being met; and (2) to feed into an action response management system if they are not. Some indicators serve a “canary-in-the-mine” function – if they are going the wrong way, they trigger investigation to see what the problem is, followed by appropriate public and/or private remedial actions. The following chart illustrates this basic idea.

**Exhibit 1: General Conceptual Model for Data-Driven Sustainable Tourism System**



The selection of useful and reliable indicators requires great care and expertise, as well as agreement from all stakeholders that these particular measures really do “tell the story” of how well tourism is or is not meeting its sustainability goals. A good ST monitoring system would specify “target” or “acceptable ranges” for the various indicators, with some contingency courses of action in mind if the targets are not met.

**Communication/Education:** The visitor industry is already engaged in many efforts to support “best practices” in environmental and cultural areas, but often communicates these mostly to other people in the industry. A well-maintained Sustainable Tourism website could communicate these to (and perhaps involve as jurors) a much larger segment of the public – particularly if that website were also providing news that government agencies, environmentalists, Native Hawaiians, or other community stake-holders were eager to communicate back to the visitor industry and to one another.

Links or postings on such a website ... as well as other communication media ... could provide opportunities for all parties to better educate the others. The visitor industry is concerned that the public understand its economic issues and competitive challenges. Environmentalists and Native Hawaiians often seek opportunities to explain their own facts and concerns, as do government agencies. At a minimum, stakeholders can simply exchange messages. If resources permit, communication specialists might assist different groups in crafting their messages in ways that would increase the likelihood that others would actually listen and understand. Additionally, scholars or other tourism observers could help educate the public about periodic changes in the nature of Hawai'i tourism – e.g., current shifts from hotel to timeshare, cruise, B&B, and vacation home development.

**Standards/Certification:** Awards or other recognitions for “best practices” are one way of encouraging high standards – e.g., the Hawai'i Visitors & Convention Bureau's “Keep It Hawai'i” program. However, on an international basis, one of the most visible outcomes of the Sustainable Tourism movement has been the development of voluntary certification and accreditation<sup>13</sup> schemes, usually based on environmental responsibility. Examples include:

- The “Blue Flag” award for beaches conforming to criteria for water quality, environmental education, environmental management, and safety/services. This designation has been awarded to 2,900 beaches in 24 countries (mostly European and South Africa).
- As previously mentioned, Green Globe 21 offers certification for various travel companies (business practices), developers (design and construction), and tourism destination communities.
- Golf courses and resorts are certified by organizations such as the Audubon Cooperative Sanctuary Program (which does operate in the United States – Kapalua in Maui is Hawai'i's only awardee), and golf and other sporting events are certified by the U.K.-based “Committed to Green Foundation,” which grew out of the former Ecology Unit of the European Golf Association.
- Both national tourism offices and international ecotourism organizations have developed literally dozens of certification programs around the world, mostly focusing on nature-based tours and hotel accommodations. A 2001 study by the World Tourism Organization identified 60+ different tourism certification programs.

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<sup>13</sup> “Certification” is official recognition given to a business or destination. “Accreditation” involves the approval of certifying bodies by some larger umbrella organization, often international in scope. Much of the information in this brief discussion comes from presentations by Dr. Martha Honey, an international expert in the field, to the Hawai'i Congress of Planning Officials in early October 2003.

Hawai'i travel businesses are likely to compete for awards and certifications that (1) are well known to their particular market, something over which a local ST system may have little control, or (2) are well-publicized and a matter of local pride, something which a local ST system *might* achieve. Additionally, past controversies have produced at least initial steps toward certification – e.g., community college tour guide training programs developed with industry input. Arguably, this could be further strengthened and extended to other businesses purporting to educate visitors about Hawai'i's history and culture – guidebooks, attractions, hotel Hawaiiana programs, etc.

Presently, one of the greatest strains on outdoor Hawai'i resources involves hiking tours in areas with fragile eco-systems. The Hawai'i Ecotourism Association has written a manual on ecotourism for tour guides that contains professional standards for nature and culture tourism operations, and is also currently working on developing certification standards for the ecotourism sector of the visitor industry.

**Industry “Quality” Efforts:** Mainstream travel businesses historically have been more attuned to the sort of “quality” awards associated with high service and customer satisfaction standards – e.g., Zagat ratings for restaurants and hotels, the exclusive AAA Five-Diamond hotel designation, or the Malcolm Baldrige National Quality award for overall excellence in any type of business.

These are not necessarily tied to the “sustainability” concept as it is generally used on an international basis. However, it may make sense to connect them in a tourism planning system – although this of course extends the scope and challenge for a new system, raising the question of priorities.

The UNEP/ICLEI review of tourism “Local Agenda 21’s,” referenced earlier, notes that such an integrated approach is infrequent but logical and desirable:

*“Integrated Quality Management (IQM): This concept, long used by industry, has recently been taken up by tourist destinations. Integrated quality management of tourist destinations is a continuous management process that ... involves setting standards, measuring responses and making improvements. The LA21 process and IQM have many points in common, given that the environment plays a major role in destination quality and IQM covers the destination as a whole. However, the central concern of IQM is market understanding and the quality of the visitor experience, which is only partially true for the LA21 process, if at all. The two processes should be conducted in tandem.”* (p. 21, UNEP and ICLEI, 2003)

To the extent that “sustainability” in Hawai'i takes on the connotation of “long-term survival or health,” overall quality and customer satisfaction are also critical. Perhaps the real question for public feedback purposes is whether there is an actual need to address quality concerns through the same mechanism as a system that focuses on natural, cultural, and infrastructure “sustainability” assets ... or whether existing efforts to assure service quality are sufficient.

**Research and Linkages to the Outside World:** An ST planning system will be based on implicit or explicit assumptions about what things affect tourism and about what things are affected by tourism. Often, common-sense ideas will be good enough. But sometimes there will be a need to *test* some of those assumptions – or to try to resolve different assumptions among different stakeholders – whether through ongoing academic research programs or special contracts to professional consultants.

Put more simply: If one of our “canary-in-the-mine” indicators starts going south, will we know why and what to do about it? Some sort of research brain trust might help.

Additionally, a Hawai`i ST system could benefit from participation by individuals or organizations that monitor what’s happening in the rest of the world in regard to both “sustainability” and visitor industry trends – people who review scholarly and business publications, attend conferences, etc. This suggests a role for academics, DBEDT researchers, and perhaps local representatives of large international consulting groups.

**Conflict Mediation:** Conflicts can occur (1) between some part of the visitor and non-industry stakeholders, and (2) among components of the industry itself. The former type of conflict is perhaps more likely to involve “sustainability” as it is generally understood – e.g., current strains on Hawai`i natural resources from the expansion of “ecotourism” or “nature-based tourism.” By contrast, inter-industry issues (e.g., the impact on activities and attractions as timeshare begins to supplant hotels, or competition among cruise lines for limited docking facilities) may not bear on “sustainability” per se, but can frequently involve the immediate *survival* of particular businesses or sectors.

On paper, an ST system might simply involve bringing stakeholders together; documenting such agreements as can be reached about potential solutions; and letting go of situations where there is ongoing conflict. But in practice, a successful system may well involve skilled facilitators – or people who acquire skills through experience. Opportunities to mediate conflicts may arise, and any successes could invite future mediations. But unsuccessful mediations could affect the system’s reputation, and it is also possible that key personnel could find their time consumed by “fighting fires” that seem urgent and yet interfere with long-term goals and activities.

This suggests that any ST system should include clear guidelines about whether conflict mediation is part of the mission, and, if so, which types of conflicts are appropriate for consideration.

**Coordination of, or Support for, Island-Level or Topic-Specific ST Systems:** Each Hawai`i island visitor product is unique. The “sustainability” needs of Waikīkī are totally different from those of Moloka`i (where small-scale



“sustainable tourism” of the strictly-ecotourism variety remains a possibility). The islands most impacted by tourism – at least as measured by the ratio of visitors to residents – are Lana`i, Maui, and Kaua`i, but each of these have different “products,” challenges, settlement patterns, etc.

In the long term, it is very possible that a statewide system will just prove an initial phase or umbrella organization, and that each island (perhaps even parts of islands, like East and West Hawai`i) will want and need its own system. Alternatively, or in addition, it may sometimes make sense to spin off relatively self-contained systems focused on particular aspects of the industry ... especially newly-emerging components where there is much work to be done in understanding “sustainability” issues, such as the cruise ship industry.

However, that sort of proliferation suggests a need for expanded resources, whether those resources are in the form of funds or volunteer manpower. It is likely that this issue will to some extent take care of itself – if the ST system idea has value, it will filter down to the level where that value is maximized. But it does merit some advance thinking and discussion. It would be ironic if a “Sustainable Tourism” system became so diffuse and complex that it proved too complicated or expensive to be sustainable!

### ***Should This Be a System for “Tourism” Alone, or for “Tourism and Recreation?”***

There are at least two reasons to expand the concept from traditional “tourism” to “tourism *and* recreation:”

- (1) Especially on the Neighbor Islands, resorts are now attracting more and more part-time residents in vacation homes (some of whom become full-time residents in retirement), and there is mixed evidence that exposure through tourism may also be generating part-time resident purchase of vacation homes *outside* resorts in rural areas. This sort of recreational real estate development generates significant economic activity, but also socio-economic, socio-cultural, and environmental questions of a somewhat different nature than traditional short-stay tourism.
- (2) On all islands, adventure tourism has increasingly contributed to strains on outdoor recreational resources – but a growing population of full-time residents is also a substantial component of this pressure on natural resources. The State Department of Land and Natural Resources, as well as county agencies, can sometimes distinguish between “commercial” and “non-commercial” (or “visitor” and “resident”) elements, but sometimes not. Just as overused highways cannot tell a resident vehicle from a tourist vehicle, neither can a beach park or a hiking trail know whether its umpteenth user of the day lives full-time in Hawai`i or not.

However, widening the focus of “sustainability” inquiries from traditional tourism to part-time vacation homeowners or full-time resident recreationists risks diluting the effort or generating the need for more resources. Thus, it is raised here as a discussion point for feedback by potential stakeholders in any ST system.

### ***Should It Be an Overall “Sustainable Development” (Not Just Tourism) System?***

That is certainly worth consideration. Those who follow international development agencies’ standard approach to “sustainability” would point out that a “Tourism Local Agenda 21” is supposed to be just one part of a community’s *overall* “Local Agenda 21.”

However, the present idea grew out of Hawai`i’s “Sustainable *Tourism* Study,” and so that is our focus. Perhaps a Sustainable Tourism System may eventually prove to be a trial run for a more comprehensive, overall Sustainable Development System.

### ***What Groups Might Participate in a Hawai`i ST System?***

At this early stage, it is inappropriate to suggest specific organizational structures or responsibilities. Those would properly be debated within the State (and/or counties), and with the input of non-governmental stakeholders, if the basic idea of a Sustainable Tourism System for Hawai`i receives widespread support.

However some of the likely “players” in such a system could well include:

- Hawai`i Tourism Authority (HTA). We understand the HTA will give major consideration to the ST concept in its upcoming strategic plan review, and the current *Ke Kumu* plan already designates community partnerships and long-range planning as key strategic directions.
- DBEDT and/or the Governor’s Tourism Liaison. The newly-created Tourism Liaison position is administratively attached to the Dept. of Business, Economic Development, and Tourism, which also has an ongoing tourism research unit.
- Other State and County Administration Agencies. In addition to those State agencies that currently participate on the HTA Board (Tourism Liaison, Dept. of Transportation, and Dept. of Land and Natural Resources), other possible agencies might include the Office of Environmental Quality Control (OEQC), the Office of Planning (OP), and the Office of Hawaiian Affairs (OHA). County planners – and perhaps representatives of each mayor – are also possible participants.

- University-Based Researchers/Trainers. The new Dean of the UH-Mānoa School of Travel Industry Management (TIM) is an expert in Sustainable Tourism, and TIM has recently initiated a “Sustainable Tourism and the Environment Program.” Hawai`i Pacific University, Brigham Young University-Hawai`i, and the UH community college system also are potential players, especially in workforce-related cultural or training issues.
- Visitor Industry Associations and Professional Groups. The largest sectors of the industry – accommodations, airlines, and resort developers – may spring to mind first. However, it is often other, smaller tourism activities that spill over from resorts into highways, natural areas, and sometimes residential areas. And so an ST system could well need to work with associations of ground and helicopter tour operators, various coastal marine businesses (scuba, kayaking, etc.), and – where they are legal – B&B operators. Labor is also a critical part of the visitor industry.
- Environmental, Native Hawaiian, and Other Community Stakeholders. There are many environmental organizations in Hawai`i. Those participating in the Study Group include the Hawai`i Ecotourism Association, Conservation Council of Hawai`i, Life of the Land, Sierra Club, and Thousand Friends of Hawai`i. Native Hawaiian groups are also abundant. Organizations represented on the Sustainable Tourism Study Group and/or the Native Hawaiian Advisory Group included the Hawaiian Hospitality Institute (a branch of the Native Hawaiian Hospitality Association), the Kanaka Maoli Research & Development Corp., and the UH Ethnic Studies Dept. Also on the Study Group have been broader community and business groups (e.g., Aloha United Way and Enterprise Honolulu).

**Examples of Possible Structures:** The chart on the following page provides a broad range of “scenarios” for organizing an ST system. There may well be others. All of the following are “straw man” proposals – different possible approaches intended to generate comments and additional ideas.

## Exhibit 2: Scenarios for Hawai'i Sustainable Tourism System

	<b>Concentrated Responsibility</b>	<b>Dispersed Responsibility (may still require a coordinating agency)</b>
<b>System Primarily Focused on Government Actions</b>	<p><u>Scenario 1a</u>: HTA assumes ST as a specific mission – involves other relevant govt. agencies (OEQC, OHA, OP) on Board or sub-committee.*</p> <p><u>Scenario 1b</u>: Governor’s Tourism Liaison assumes primary ST responsibility – work mostly involves lobbying and coordination with other agencies.*</p> <p>Either way, non-governmental stakeholders are probably invited to participate intermittently, in response to specific issues determined by the primary agency.</p> <p><i>(*Note: The Tourism Liaison sits on the HTA Board, so this choice may not be quite as “either/or” as it may seem.)</i></p>	<p><u>Scenario 2</u>: A working group or council of government agencies – probably coordinated by HTA or Tourism Liaison – meets periodically to address tourism “product” concerns.</p> <p>Such a committee approach is more likely to accommodate some regular and ongoing participation by a relatively small number of non-governmental stakeholders, with the addition of others as sub-committees or task forces are formed to address selected issues.</p>
<b>System Primarily Focused on Non- Government Actions</b>	<p><u>Scenario 3</u>: The emphasis would be less on government expenditures, more on certifications; increasing cultural or environmental “best practices” in the industry; information/education; etc.</p> <p>While there are still reasons to consider HTA or the Tourism Liaison as taking primary responsibility, it is also possible to envision agencies such as the UH TIM School or OEQC taking a leadership role, if resources permit. Non-governmental partners would be frequently consulted, but in advisory capacities.</p>	<p><u>Scenario 4</u>: A standing, fairly large multi-stakeholder council – probably something like the Sustainable Tourism Study Group – would select its own leadership, with only modest financial or staff support from government.</p> <p>Such a system would depend greatly on the commitment of volunteer leaders. To the extent that such an organization were to identify things that also required government action, it would have to form cooperative lobbying coalitions.</p>
<b>System Focused on Both Government and Non- Government Actions</b>	<p><u>Scenario 5</u>: A combination of Scenarios 1 and 3. This comes closer to the “ideal” ST process. Centralized authority would arguably produce the most efficient results, at the possible expense of less “buy-in” and a more limited sense of consensus from the various non-governmental players.</p>	<p><u>Scenario 6</u>: This is perhaps actually the “ideal” ST process – a comprehensive agenda and a wide set of participants (probably arrayed in both standing councils and temporary issue-oriented task forces). It would probably work best if guided by a small working group of key government agencies (e.g., HTA, OEQC, Tourism Liaison, etc.), supplemented by a standing multi-stakeholder council.</p>