Tourism and Local Development Cooperation

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Lecture 6

Community Participation in Tourism Development

Discover the world of EIIET

Lecture 6 at a glance

1. What is Community Participation?
2. Importance of Community Participation
3. Levels of Participation
4. Community Empowerment
5. Participatory Decision-Making
6. Community-Based Tourism
7. Benefits and Challenges of Participation
8. Case Study: Ghandruk, Nepal – Community-Based Tourism

Learning Outcomes

After this lecture you should be able to …

1. explain what community participation in tourism means
2. tell real participation apart from token consultation
3. use Arnstein, Pretty and Tosun to judge a project
4. design a simple participatory process for a destination
5. assess community-based tourism, using Ghandruk as the example

Warm-up: the village meeting

A district officer presents plans for a new trekking trail. The meeting starts at 7 pm and is held in the national language.

Farmers are still in the fields, mothers are cooking, and two women sit at the back without speaking.

Was this participation?

1

What is Community Participation?

In this part

- a working definition
- the two sides of participation
- roles residents can take, and participation as a process

Read more: *Tosun (2000, 2006); Murphy (1985)*

A working definition

Community participation in tourism means that local people have a real say in how tourism is planned and run, and a fair share of what it brings.

- It is about people who live with the consequences, not only those who invest.
- It goes beyond being informed once a decision has been made.
- It can be formal (a committee) or informal (a village meeting under a tree).

Two sides of participation

A say in decisions
plans, rules, priorities

+

A share of benefits
jobs, income, services

Tosun separates participation in decision-making from participation in the benefits. Real participation needs both.

A village can earn well from tourism and still have no say in it – or sit on every committee and earn nothing.

Ask about both, every time.

Roles residents can play

Owner
lodge, shop, farm

Worker
guide, cook, porter

Host
welcomes guests

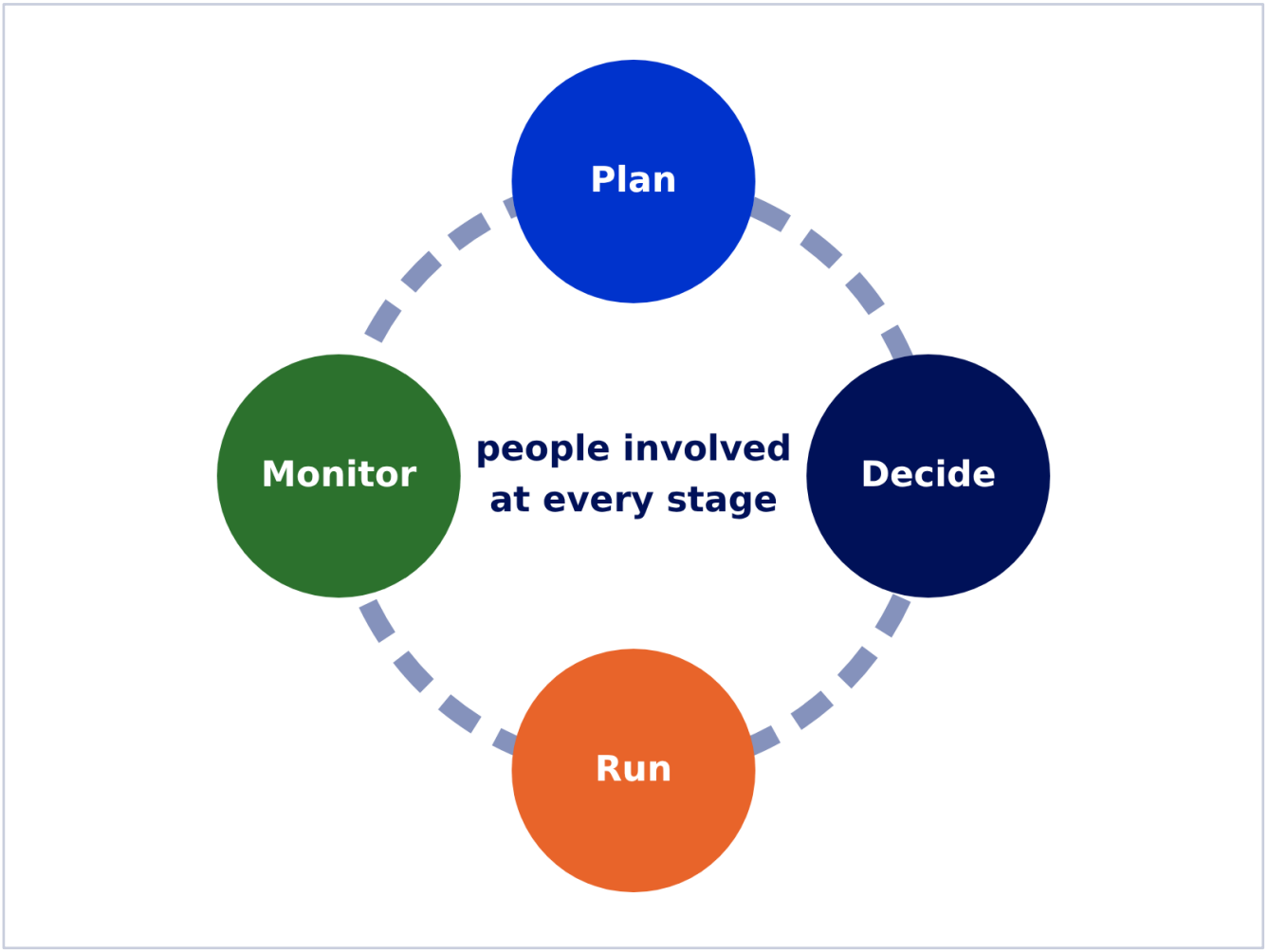
Decision-maker
committee, council

Critic
raises concerns

Guardian
culture and nature

- One person often holds several roles.
- Critics are participants too – a complaint is a form of involvement.
- Guardians of culture and nature are easy to overlook because they earn nothing directly.

A process, not an event



A single public hearing is not participation.

People need to be involved when the plan is drawn up, when choices are made, while it runs and when results are checked.

The later people join, the less they can change.

SUBTOPIC 2 OF 7

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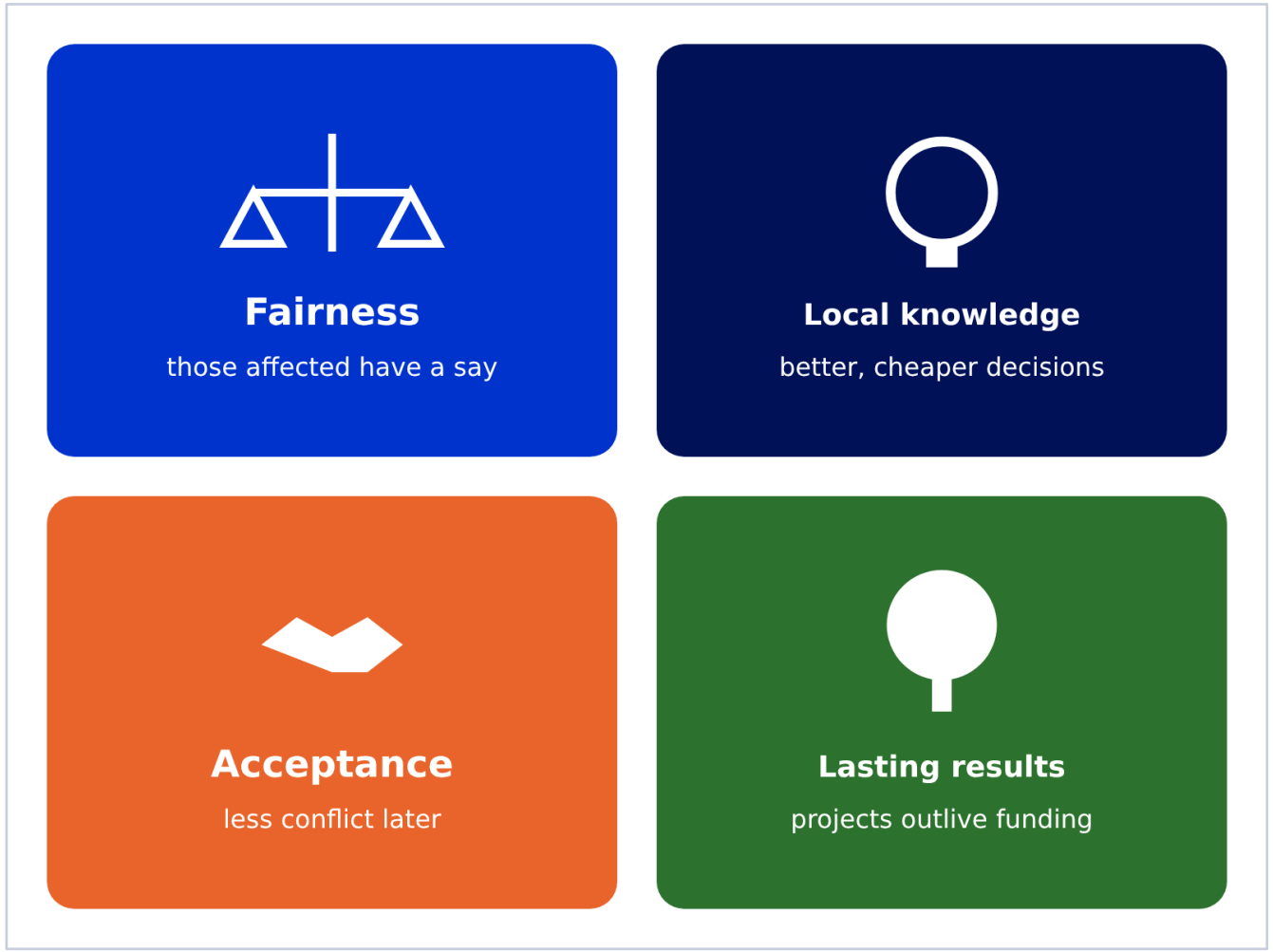
Importance of Community Participation

In this part

- four reasons participation matters
- Murphy's community approach
- what happens when it is missing

Read more: *Murphy (1985) Tourism: A Community Approach*

Why it matters ?



- People who carry the costs should help decide.
- Residents know the trails, the floods and the festivals.
- Decisions people helped shape meet less resistance.
- Projects owned locally survive when donors leave.

Murphy's Community Approach

Peter Murphy (1985) argued that tourism is a community industry: what visitors buy is the place itself, including its people.

What follows

- plan tourism as part of local development
- start from what the community wants
- keep the scale in line with the place

Still relevant?

- it treats the community as one actor
- power differences are not its focus
- later authors added empowerment

When participation is missing ?

- plans fail at the planning stage or in court
- benefits go to outsiders
- resentment grows towards visitors
- we saw this in Barcelona



Mini case: The Cable Car

An alpine village

A regional investor and the state government agree a new cable car up to a ridge above a village of 600 people. The village council hears about it from the newspaper. Farmers own the meadows the line would cross.

Discuss

1. What will happen next?

2. Who should have been asked, and when?

3. Is it too late now?

3

Levels of Participation

In this part

- Arnstein's ladder of citizen participation
- Pretty's typology and Tosun's three forms
- the IAP2 spectrum used in practice

Read more: *Arnstein (1969); Pretty (1995); Tosun (2006); IAP2 Spectrum*

Arnstein's ladder

Sherry Arnstein wrote it in 1969 about US urban planning, but it travels well.

Many tourism "consultations" sit on rungs 3 to 5: people are heard, but nothing has to change.

On which rung was the village meeting from the warm-up?

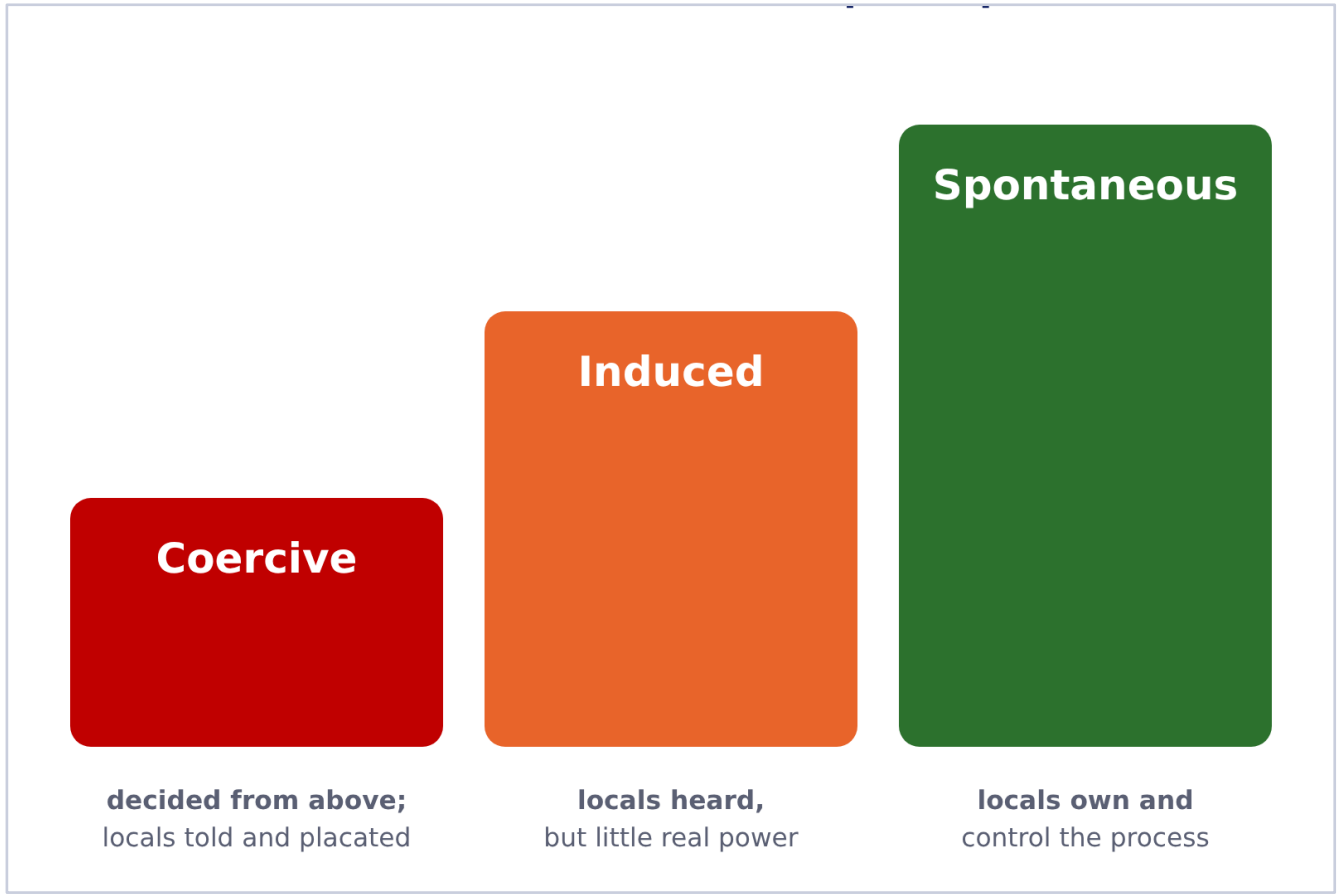


Pretty's seven types (1995)

Type	What it looks like in tourism
Manipulative	a token local on the board
Passive	people are told what has been decided
By consultation	views are collected; experts decide
Material incentives	land or labour in exchange for pay
Functional	groups formed to meet project goals
Interactive	joint analysis and joint plans
Self-mobilisation	locals start it and run it

Tosun's three forms

Tosun (1999): Three forms of participation

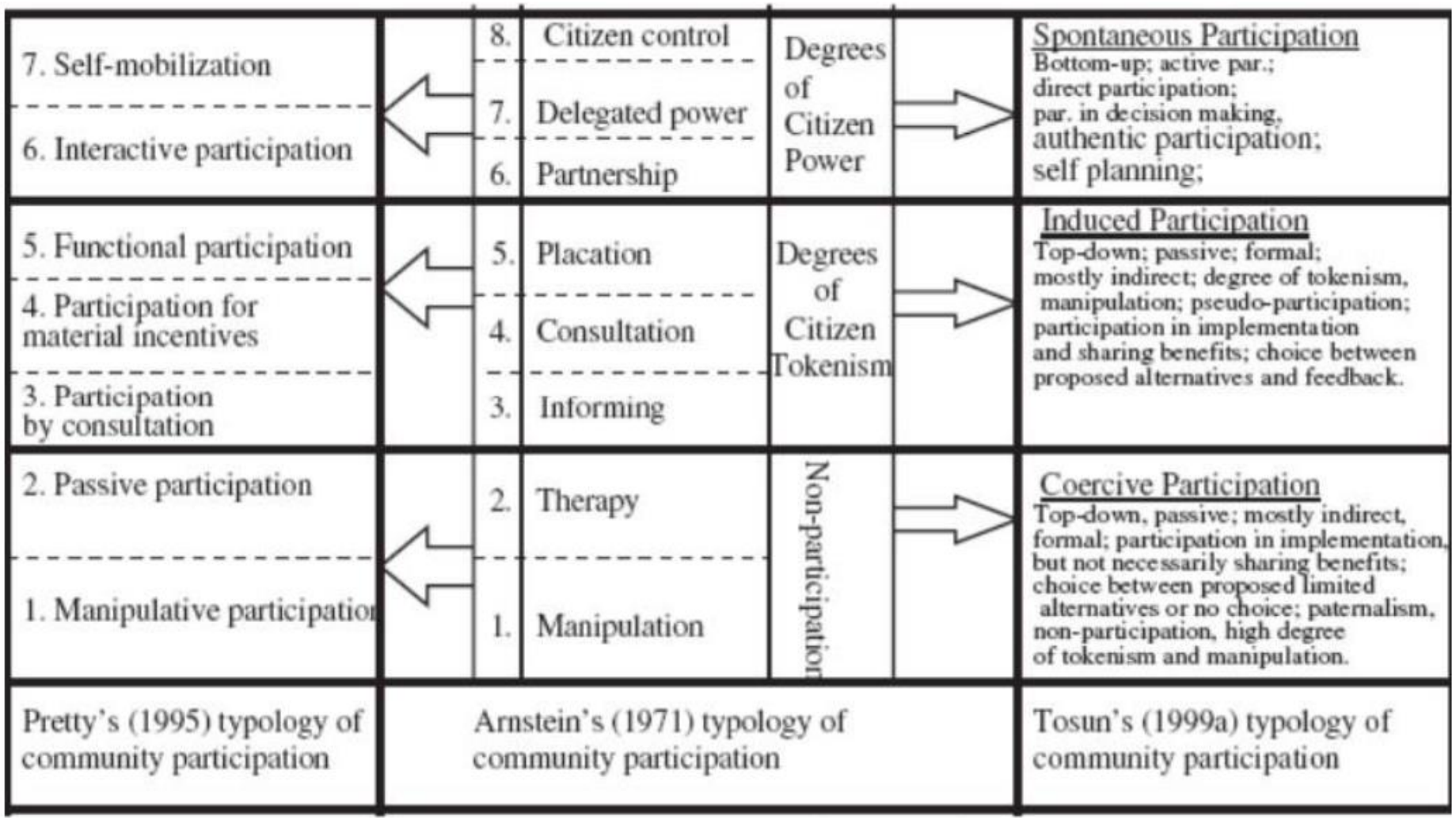


Tosun (1999) grouped the older models into three forms.

In many developing countries he found induced participation was the most common.

Spontaneous participation is rare – and hard to create from outside.

corresponding categories in each typology



The IAP2 Spectrum



Planners use it to say clearly which level they are offering. Not every decision needs “empower” – but people should know which one they get.

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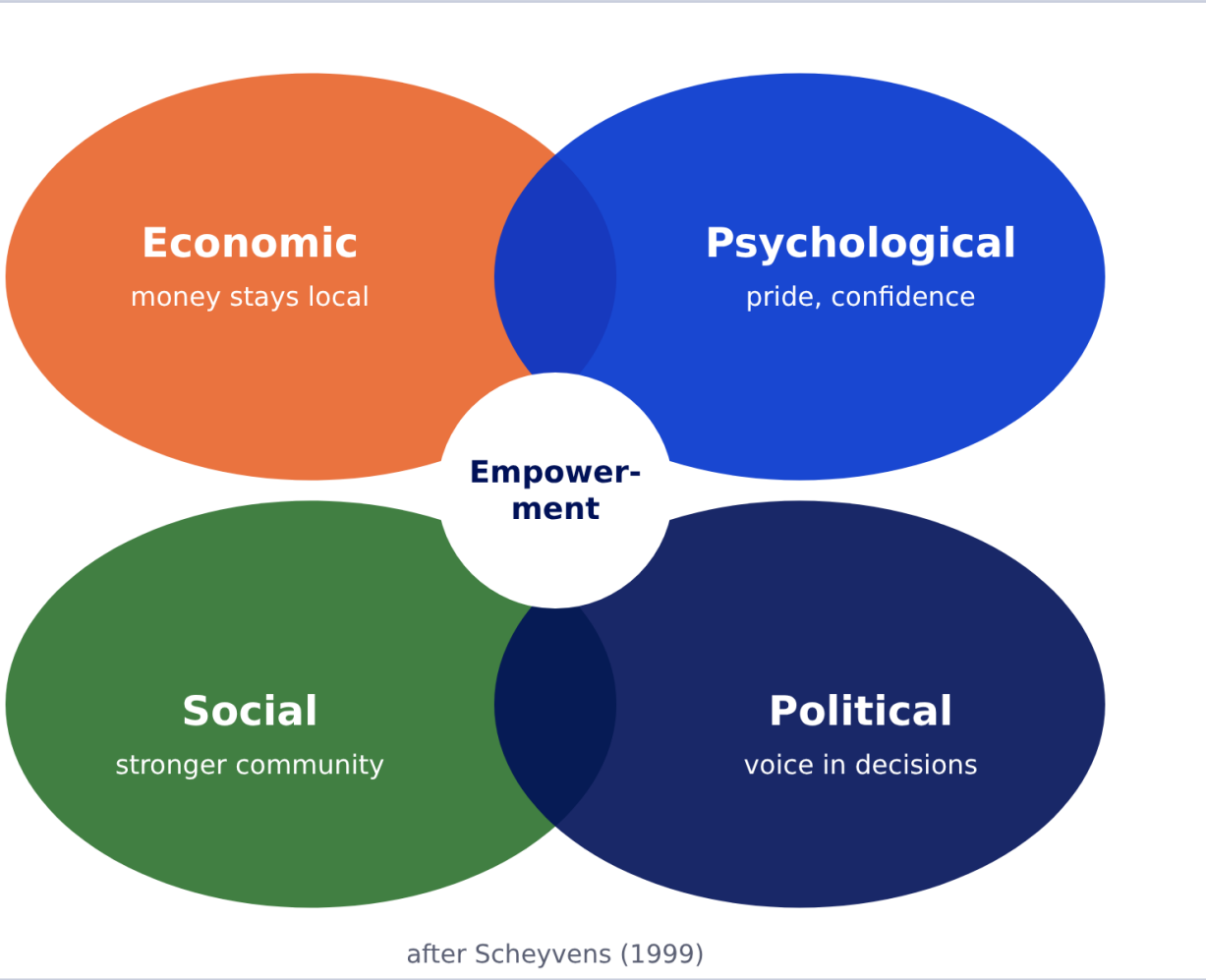
Community Empowerment

In this part

- four dimensions of empowerment
- signs of empowerment and disempowerment
- women's groups and a homestay case

Read more: *Scheyvens (1999); Cole (2006) on cultural tourism and empowerment*

Four dimensions of empowerment



after Scheyvens (1999)

Regina Scheyvens (1999) looked at ecotourism and asked what changes for local people, not only what they earn.

Money without voice is not empowerment. Neither is voice without money.

Signs to look for

	Empowered	Disempowered
Economic	income spread across households	a few families take most
Psychological	pride in local culture	people feel looked down on
Social	money funds schools, paths	neighbours fall out
Political	residents shape the rules	decisions made elsewhere

Women and participation

- In many villages women run the homestays and kitchens.
- They are often missing from formal committees.
- In the Annapurna region, mothers' groups organise clean-ups and raise funds.
- Meeting times and places decide who can come.



Mini case: Sirubari homestays

A Gurung village in Syangja, Nepal

Sirubari started organised village tourism in 1997 and is often called Nepal's first model village for homestays. Guests are shared out among host families in turn, and a village committee sets prices and rules.

Discuss

1. Which of Scheyvens' four dimensions do you see?

2. What could go wrong with a rota system?

3. Who might still be left out?

5

Participatory Decision-Making

In this part

- the steps of a participatory process
- tools that work on the ground
- barriers, and how to get round them

Read more: *Tosun (2000); Chambers – participatory rural appraisal*

Six steps



Step 6 is the one most often skipped – and the one that builds trust for next time.

Tools that work

Community map
draw the place together

Village meeting
open to all

Survey
reach the quiet ones

Workshop series
time to think it over

Participatory budget
residents allocate money

Digital platform
comment from anywhere

- Mix tools: one meeting reaches only one kind of person.
- Go to people – the market, the school gate, the temple.
- Use the local language and plain words.
- Make sure people can see what happened to their input.

Barriers and Fixes

Limit (Tosun, 2000)	Example	What helps
Operational	decisions made centrally, no local office	a local contact person, local budget
Structural	no skills, no money, elite control	training, small grants, open seats
Cultural	low trust, habit of waiting for orders	small early wins, patience

6

Community-Based Tourism

In this part

- what makes tourism community-based
- typical products
- what it takes to make CBT work

Read more: *Goodwin & Santilli (2009); ASEAN Community Based Tourism Standard (2016)*

What makes it community-based?

- owned or co-owned by local people
- managed through local committees
- part of the income goes to a community fund
- culture and nature are part of the deal, not a backdrop



Typical CBT products

Homestays
sleep in a family home

Guided walks
local guides, local stories

Cooking
eat what the village eats

Culture
music, dance, festivals

Crafts
buy from the maker

Farm life
fields, terraces, harvest

Most CBT products are small, slow and personal.

That is their strength with visitors – and their weakness when it comes to marketing and income.

Making CBT work

Success factors

- a link to the market, often a tour operator
- clear rules on sharing income
- basic standards for safety and hygiene
- patient support, not one-year projects

A warning

Goodwin and Santilli (2009) found that many donor-funded CBT projects had few visitors and did not last once funding ended.

Good intentions are not a business plan.

7

Benefits and Challenges of Participation

In this part
- what communities gain
- the main challenges
- elite capture, and ways forward

Read more: *Tosun (2000); Scheyvens (1999); Goodwin & Santilli (2009)*

Benefits

Income

income that stays in the village

Jobs

jobs that let young people stay

Pride

pride in culture and landscape

Skills

languages, cooking, bookkeeping

Nature

conservation paid for by tourism

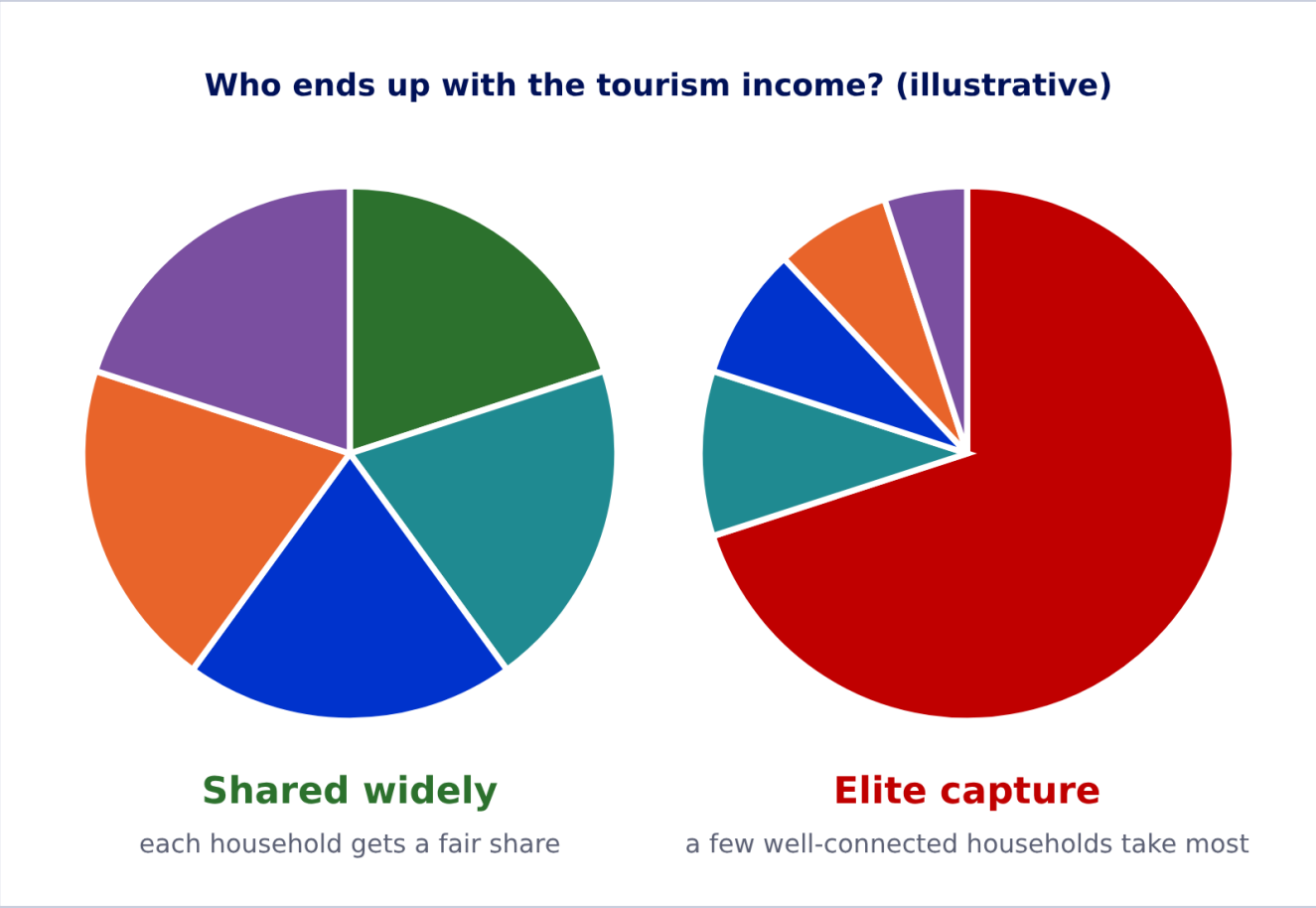
A voice

a stronger voice beyond tourism

Challenges

Challenge	What it looks like
Time and cost	meetings take evenings that people do not have
Skills gap	little experience with budgets, marketing, English
Conflict	old disputes come back into tourism decisions
Power	officials and investors keep the final word
Elite capture	the best-connected families take most of the benefit

Elite Capture



The families with land on the main trail, savings and good contacts usually start the first lodges.

Without rules, participation can widen the gap it was meant to close.

Who checks how the money is shared?

Ways forward

1

Rotate

share guests and jobs among households

2

Fund

put a fixed share into a community fund

3

Open seats

reserve places for women and young people

4

Report

publish income and spending every year

CASE STUDY

8

Case Study: Ghandruk, Nepal – Community-Based Tourism

In this part

- a Gurung village in the Annapurna region
- how decisions are made
- thirty years of results – and open questions

Read more: *NTNC – Annapurna Conservation Area Project; The Record (2021); The Himalayan Times (2026)*

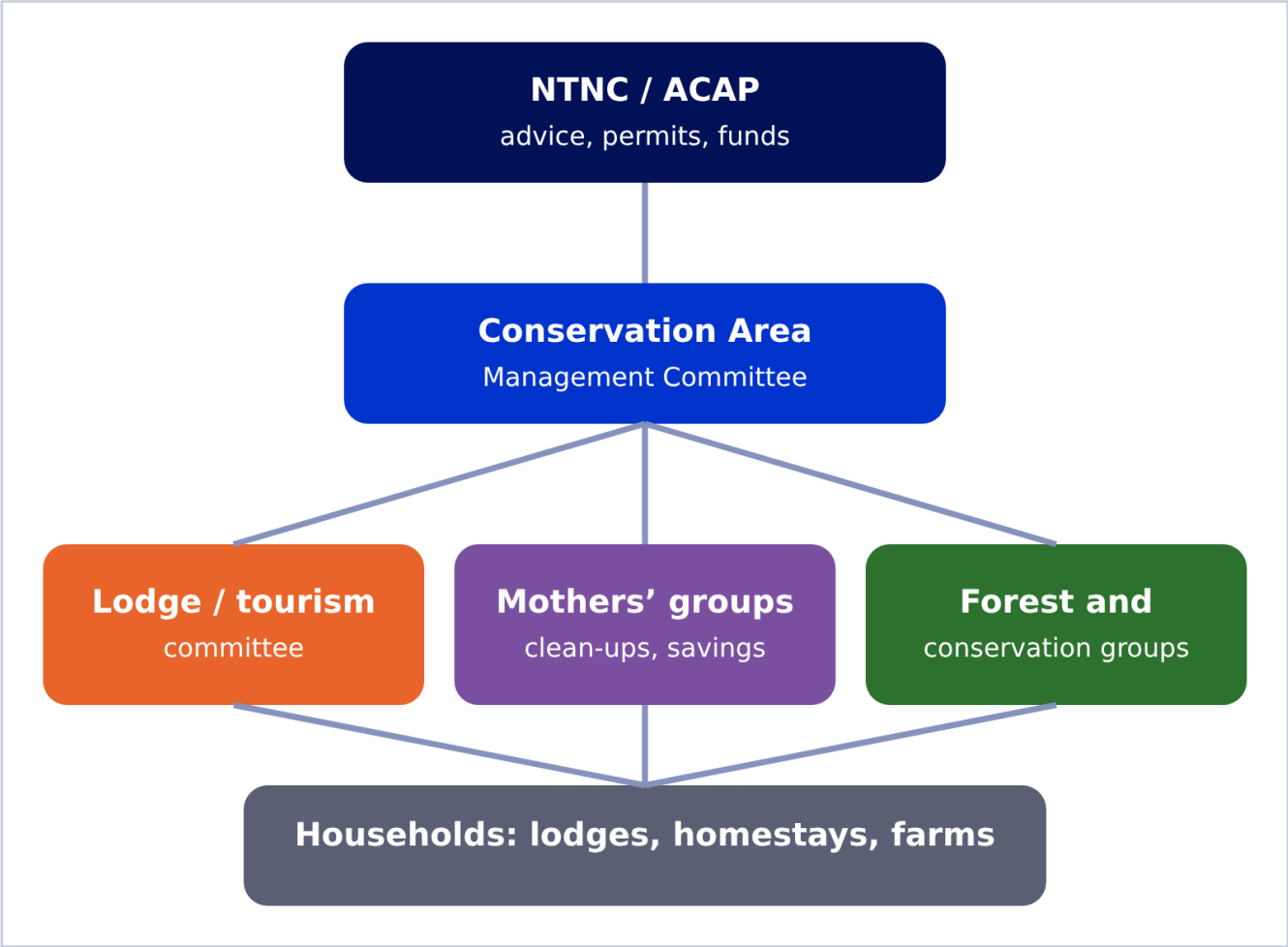
Ghandruk at a glance

- Gurung village in Kaski, about 2,000 m
- on the trails to Annapurna Base Camp and Poon Hill
- about 70 lodges, all run by local families
- where ACAP was first tried out in 1986



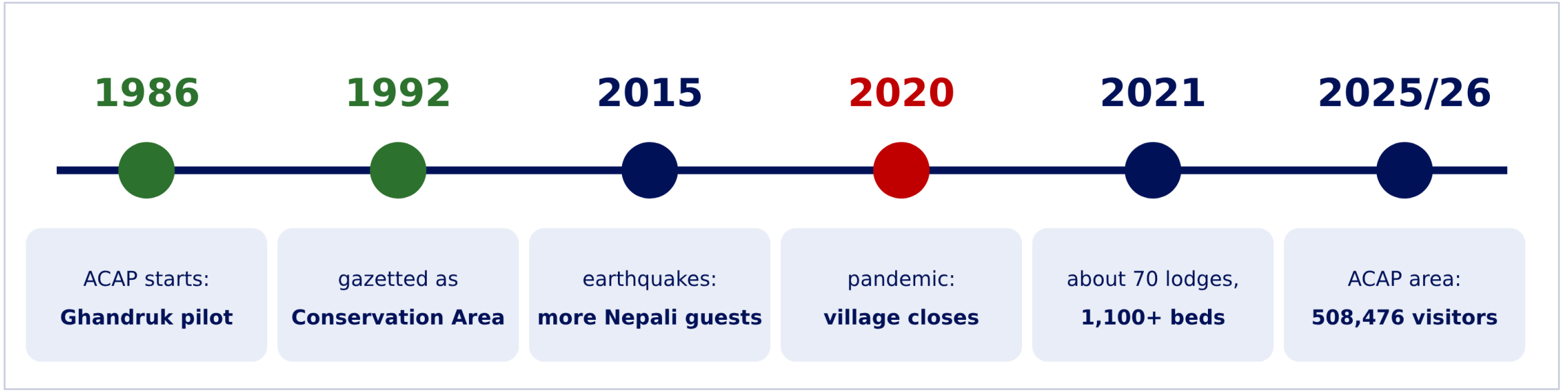
Illustration: terraces with Annapurna South and Machhapuchhre behind.

Who decides in Ghandruk?



- NTNC, a non-government trust, runs ACAP and keeps the entry fees for local use
- residents keep their land and traditional rights
- a lodge committee agrees menus and prices
- mothers' groups organise clean-ups

Ghandruk over time



Worked

local ownership, conservation linked to income

Open questions

road access, young people leaving, revenue sharing

Case Discussion

Discuss

1. Where would you place Ghandruk on Arnstein's ladder?

2. Which of Scheyvens' dimensions are strongest?

3. What should the village do as more visitors arrive by jeep?

Group task (30 min)

Design a participation plan for a village near you that wants to start homestays. Use the six steps and name the tools.

Key takeaways

1. Participation means a say in decisions and a share of benefits.
2. Ladders and spectrums help name the level honestly.
3. Empowerment has economic, psychological, social and political sides.
4. Community-based tourism needs markets and rules, not just goodwill.
5. Ghandruk shows what long-term local ownership can achieve.

Learning references

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Thank you



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