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## STAKEHOLDER COLLABORATION IN TOURISM GOVERNANCE IN GHANA

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### Abstract

This paper analyses stakeholder collaboration in tourism governance in Ghana. It further examines the forms and rationale of stakeholder collaboration and the extent of stakeholder collaborations. The paper deployed the qualitative approach in research, descriptive research design and purposively selected 14 participants from public and private sector tourism organisations and local communities in Ghana's tourism industry. These participants were selected based on their knowledge and experience in the tourism industry. The data was collected using in-depth interviews (IDI). The responses of participants were analysed inductively and deductively. Two key findings emerged from the study. First, it was found that there is a discernible line of authority where authority comes from the top management in the sector. Secondly, collaboration in the tourism sector is not well established.

**Keywords:** collaboration, collaborative governance, tourism stakeholders, tourism governance

### INTRODUCTION

Collaboration in tourism governance is regarded as a necessity in the tourism industry (Shasha, et al., 2020; Siakwah, et al., 2020). Many potential benefits are derived from collaborative arrangements. These include: avoiding the cost of resolving adversarial conflicts among stakeholders in the long term (Emerson, et al., 2017; Faris et al., 2022); becoming more politically legitimate by giving stakeholders a greater influence in the decision-making which may impact their lives (Benveniste, 1989); improving the coordination of policies and related actions by considering the economic, environmental and social impacts of tourism (Newig, et al., 2018); and adding value by building on the store of knowledge, insights and capabilities of stakeholders in the destination (Buhalis et al., 2022).

While these advantages present a good reason to develop collaborative arrangements, there remain challenges in achieving collaborative outcomes. The fragmented nature of the tourism industry has been associated with a lack of collaboration, as many different stakeholders have

interests in the tourism governance process (Ladkin & Bertramini, 2002; Rana et al., 2022).

Collaboration can be seen as a formal institutionalized relationship among existing networks of institutions, interested parties or individuals. It is a joint decision-making process, involving key actors aiming at advancing shared visions and goals which will help resolve conflicts if any (Gray, 1989; Hall, 1999; Thomson & Perry, 2006). However, the strategic process of resolving conflicts is often lacking in tourism governance, making it difficult to reach a collaborative outcome. In the tourism field, it has become increasingly apparent to governments, tourism managers, planners and academics that no one individual organization can be responsible for the development of tourism (Ladkin & Bertramini, 2002; Elliott, 2020).

Collaboration in tourism is often seen in the integration and participation of stakeholders which is integral to sustainable tourism (Bramwell & Sharman, 1999; Hall, 1999; Stoffelen, 2018). Jamal and Getz (1995, p. 188) describe collaborative governance in a

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Doi: 10.47963/ajhtm.v4i1.1144.



tourism context as “a process of joint decision-making among autonomous, key stakeholders to resolve planning problems and/or manage issues related to the planning and development”. A prerequisite for the use of the collaborative approach is at destinations where fragmentation and independent governance decisions by different tourism stakeholders give rise to power struggles over resources (Ladkin & Bertramini, 2002).

In Ghana, tourism is considered a significant sector of the economy and also a tool for poverty reduction. Thus, a key area to be harnessed to boost the economy, generate employment and contribute to poverty reduction efforts (Adu-Ampong, 2014; Sonne, 2010). Boakye et al. (2013) indicate that management of tourism in Ghana does not lie solely in the hands of the tourism establishment but in multiple stakeholders such as the ministries, local communities, departments and agencies, hence a causal factor for collaboration. Ghana’s tourism sector comprises of key actors such as the Ministry of Tourism, Arts and Culture (MOTAC), Ghana Tourism Authority (GTA), Ghana Tourism Federation (GHATOF), Ghana Tourism Development Corporation (GTDC), Hotel and Catering Tourism Training Institute (HOTCATT) to mention a few, the traditional authority and civil entities in conjunction, with a ministerial committee comprising of ministries mandated by law to provide some tourism-related needs.

Geographically, in Ghana, collaboration studies have been investigated at the regional or community level of the tourism sector. These studies include tourism governance and institutional collaboration in the Central Region of Ghana (Adu-Ampong, 2014) and stakeholder collaboration in the governance of Aburi Botanical Gardens (Agbenyeke, 2017). There is no evidence in the literature to suggest that it has been done at the macro (national) level of Ghana’s Tourism Sector.

Statutorily, the Tourism Act 817 section 42 calls for collaboration between stakeholders in the tourism sector. This study focuses on stakeholder collaboration in tourism governance within the tourism sector of Ghana by exploring the scope of collaborative arrangements, looking at the forms and rationale of collaboration, and the intensity (efforts) of collaborative relations in a collaborative planning approach implemented by Ghana’s Tourism Sector. The outcomes of the study aim to provide some insight into the successful and sustainable governance of tourism where there are diverse stakeholder interests. This study therefore seeks to examine the forms and rationale of stakeholder collaboration in tourism governance in Ghana’s tourism sector. The study further examines the extent of stakeholder collaboration in tourism governance in Ghana’s tourism sector.

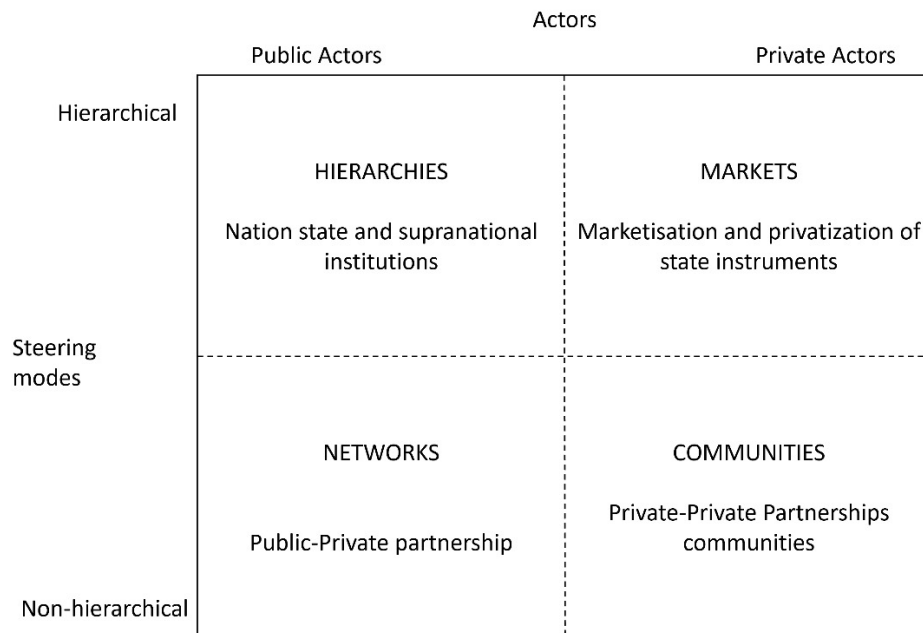
## LITERATURE REVIEW

### Theoretical Frameworks

Hall’s typology of governance (2013) and Mandell’s continuum of collaborative efforts (1999) were chosen as the theoretical basis for this paper. These theories have been extensively used in the tourism stakeholder literature to explain why the complexity of tourism requires collaboration.

### Hall typology of governance framework

Hall (2013) developed a typology of governance framework which he argues is suitable for tourism. This typology is an encapsulation of different patterns of collaboration between stakeholders in the tourism policy domain over time. Hall identifies four forms of governance, namely hierarchies, markets, networks and communities as the typical forms of governance that can be seen in the economic sphere in general and the tourism policy domain in particular.



**Figure 1: Framework of Governance Typology**

Source: Hall (2013)

### **Mandell's continuum of collaborative efforts**

Mandell's continuum of collaborative efforts also shows the different kinds of relationships and interactions that exist between the various stakeholders in both the public and private sectors of the tourism policy domain. Mandell (1999) notes that in a bid to achieve individual goals, stakeholders need to be able to establish contact with and interact with key people. As policy issues become multifaceted and crosscutting, it becomes imperative that individual players within a policy domain reach out to and link up with other stakeholders to coordinate the resolution of issues (Mandell, 1999). These efforts at collaboration according to Mandell (1999) occur along a continuum that ranges from loose linkages and one-time coalitions to more enduring structural arrangements. This continuum of collaborative efforts is as follows;

- Linkages or interactive contacts between two or more organizations.
- Intermittent coordination or mutual adjustment of the policies and procedures of two or more organizations to accomplish some objectives.
- *Ad hoc* or temporary task force activity among organizations to accomplish a purpose or purposes.
- Permanent and/or regular coordination between two or more organizations through a formal arrangement (that is, a council, or partnership) to engage in limited activity to achieve a purpose or purposes.
- A coalition where interdependent and strategic actions are taken, but where purposes are narrow in scope and all actions occur within the participant organizations themselves or involve the sequential or simultaneous activity of the participant organizations.
- A collective or network structure where there is a broad mission, joint and strategically



interdependent action. The structural arrangement takes on broad tasks that reach beyond the simultaneous actions of independently operating organizations (action may include, but reaches beyond, linkages, coordination, task force or coalitions).

In many tourism destinations, good intentions in speech and even on paper about collaboration do not always translate into reality. Consequently, Mandell's (1999) work on the continuum of collaborative efforts provides an enriching perspective through which the depth and extent of collaborative governance may be measured. Using this framework in a study of collaborative tourism planning, Ladkin and Bertramini (2002) were able to identify the different kinds of relationships that exist between and within the public and the private sector in the tourist destination community of Cusco, Peru. By linking the responses of stakeholders in Ghana's tourism sector to this continuum, it will be possible to examine how the identification of various key actors in the sector impacts efforts towards collaboration. The call for coordination and collaboration in tourism governance according to Hall (1994) is one of the great truisms of tourism policy and planning. Much of the research on collaborative governance in tourism is linked to tourism planning and policies (Adu-Ampong, 2014; Bramwell & Sharman, 1999; Ladkin & Bertramini, 2002; Timothy, 1998; Waayers et al., 2012), public-public partnerships (Hall, 1999; Zapata & Hall, 2012) and sustainable tourism development (Jamal & Getz, 1995, 1999). What all these researchers point out is that in an increasingly networked and interdependent tourism sector, there is a need to formally bring together the various actors to interact and come out with ways of achieving the mental vision of achieving sustainable tourism development and contributing to poverty reduction.

### **Collaborative Governance in Tourism**

Due to the acknowledged fragmentation of the tourism industry, the problem of collaborative governance in tourist destinations continues to garner attention in the tourism literature (Bramwell & Sharman, 1999; Hall, 1999; Jamal & Getz, 1995, 1999). Both academics and practitioners have hinted at the significance of coordination in the regulation of the tourism industry, as well as in the planning and execution of policies, due to the numerous stakeholders who impact and are influenced by tourism development policies. Collaboration between public bodies with jurisdiction over the tourism sector is more common than just coordination between the public, private, and civil society sectors in the practice of collaborative governance (Adu-Ampong, 2014).

A better climate for creating collaborative governance between the public sector and civil society entities and vice versa is provided by high levels of collaboration amongst public agencies. For instance, Lovelock (2001) describes how the contentious relationship between Parks Canada and the Canadian Tourism Commission, two federal organizations in Canada, has made it challenging to make decisions regarding the policy domain of tourism development in natural parks.

### **Benefits of Coordination and Collaboration in Tourism Planning and Development**

Collaboration in the tourism industry generally entails coordination between numerous public entities with jurisdictions that could have an impact on the sector. This is in addition to public-private-civil sector coordination. Effective public agency coordination creates a better climate for the growth of partnerships between the public sector and civil society organizations, as well as vice versa.

Collaboration in tourism planning has many advantages that have been noted in the literature so far. Stakeholder conflicts can be avoided, resources can be



pooled for cost-effectiveness, and a particular tourism destination's competitive edge can increase (Bramwell & Lane, 1999; Bramwell & Sharman, 1999; Gray, 1985). For instance, Jamal and Getz (1999) describe the advantages of a community-based round table collaboration amongst many stakeholders in the Canadian alpine town of Canmore, which is close to Banff National Park. They point out that the collaborative procedures enhanced stakeholder relationships across organizations and aided in building the capacities of both individual stakeholders and the community to handle planning challenges within the problem domain. To ensure that the voices and opinions of all parties affected by a policy are heard, collaboration on a political level offers an inclusive planning and policy-making process. A lack of cooperation, on the other hand, could harm the growth of tourism in any location. According to Lovelock (2001), the acrimonious relationships between Parks Canada and the Canadian Tourism Commission, two government bodies in Canada, have made it difficult to make decisions regarding the policy area of tourism development in natural parks.

Despite the advantages of collaboration, the idea of collaboration falls short of properly accounting for systematic restrictions such as pre-existing power systems. There is a belief that power disparities may be resolved by the collaborative approach alone (Ladkin & Bertramini, 2002). The partnership in the tourism planning process may not necessarily be acceptable in developing nations, according to Tosun (2000), who correctly notes that it evolved and was developed in the setting of wealthy countries. In some cases, development organizations located in Western nations offer financing and investments for building collaborative procedures. Tosun (2000) continues to make the case that in such circumstances, collaboration is subject to operational, structural, and cultural limitations that are all too frequently

disregarded, and that as a result, collaboration may end up being imposed on developing nations by advanced Western economies.

## **METHODOLOGY**

### **Study Context**

Ghana's tourism sector was deemed appropriate for this study, particularly because of the fragmented and diffused nature of the tourism sector, comprising of different governing entities, a major causal factor for collaboration. Another reason for choosing Ghana is because of the paradox of it being considered one of the poorest countries (IMF, 2006), although tourism is often touted as a key to local economic development and poverty reduction. This paradox tends to be characteristic of many major tourism destinations in other African countries (Boakye et al., 2013).

Statutorily, the Tourism Act 817 section 42 calls for inter-organisational collaboration between public and private actors or organisations in the tourism sector.

### **Research Perspective**

The study adopted the interpretivist paradigm which formed the basis of qualitative study in social research. This forms the basis of a qualitative study in social research (Sarantakos, 2005). This paradigm attempts to understand phenomena according to the meanings that people assign to them (Gergen & Gergen, 2000). It necessitates that the researcher put oneself in the shoes of the study's stakeholders, or subjects, and consider the world from their point of view (Jennings, 2010). Thus, the study of lived human experience within the social contexts in which the experience occurred and from the perspectives of the participants (Titchen & McCormack, 2007) to describe the meaning of a concept from several individuals who have experienced it (Creswell, 2013).



## Research Design

A descriptive research design was employed and seeks to explore the issues of collaboration in tourism governance. Patton (2002) avers that descriptive research is based on the premise that people (in this study, stakeholders) can better explain their actions and decisions when they are asked to do so in an in-depth manner. This can only be done by allowing them to tell their stories unfettered by what the researcher has read in the literature. Therefore, a descriptive research design would provide the necessary platform to investigate the phenomenon, that is, stakeholders' collaboration in the governance of the tourism sector in a more detailed way.

## Target Population

By using the stakeholder concept, 11 major stakeholders; the public, private and local communities involved in the tourism sector were selected using the purposive sampling technique. The stakeholders interviewed were from the Ministry of Tourism, Arts and Culture (MOTAC), Ghana Tourism Authority (GTA), Ghana Tourism Development Company (GTDC), Hotel, Catering and Tourism Training Institute (HOTCATT), Ghana Tourism Federation (GHATOF), Ghana Heritage Conservation Trust (GHCT), Ghana Wildlife Society (GWS), Ghana Hotels Association, Travel and Tour

**Table 1: Target Population for the Study**

Categories	Actual Stakeholders	Management Positions
Public	Ministry of Tourism, Arts and Culture	Director for PPME
		Director for Protocol
	Ghana Tourism Authority	Deputy Executive Director (Operations)
	Ghana Tourism Development Company Limited	Chief Executive Director
Private	Hotel, Catering and Tourism Training Institute	Administrator (Representative of the Executive Director)
	Ghana Tourism Federation (GHATOF)	President (GHATOF)
	Ghana Hotels Association	President Elect
	Tour Guides Association of Ghana	President
	Travel and Tour Operators of Ghana	Secretary
	Ghana Wildlife Society	President
Local Community	Ghana Heritage Conservation Trust	Programs Director (Representative of the Executive Director)
	House of Chiefs	Secretary (to the President of House of Chiefs)
		Development Chief 1
		Development Chief 2

Association of Ghana (TTAG), Tour Guides Association of Ghana (TOGAG) and traditional authorities in Ghana.

## Sampling

The study used a purposive sampling technique. This is because it helps to identify and select relevant stakeholders who are proficient and well-informed about a phenomenon of interest (Etikan, et al., 2016). In addition to knowledge and



experience, note the importance of availability and willingness to participate, and the ability to communicate experiences and opinions in an

articulate, expressive, and reflective manner. Fourteen (14) individuals were selected as the sample size (Table 2).

**Table 2: Sample Size**

Category	Stakeholders	Number
Public	<ul style="list-style-type: none"> <li>• Ministry of Tourism, Culture and Creative Arts (2 Respondents)</li> <li>• Ghana Tourism Authority</li> <li>• Ghana Tourism Development Company Limited</li> <li>• Hotel and Catering Tourism Training Institute</li> </ul>	5
Private	<ul style="list-style-type: none"> <li>• Ghana Tourism Federation (GHATOF)-(4 Respondents)</li> <li>• Ghana Wildlife Society</li> <li>• Ghana Heritage Conservation Trust</li> </ul>	6
Local Community	<ul style="list-style-type: none"> <li>• Traditional Rulers</li> </ul>	3
Total		14

### Research Instrument

An in-depth interview guide was used to elicit the needed information on the nature of stakeholder collaboration, taking into consideration the stakeholder collaborative efforts and mechanisms for stakeholder collaboration from respondents. The preference for an in-depth interview (IDI) guide was based on the fact that IDI allows for a level of flexibility for an interviewee to answer questions in his or her manner while providing rich data (Bryman, 2015). The interview questions were worded in the English Language since the heads of various institutions are literate.

### Pre-testing of Research Instrument

A pre-test of the instrument was conducted at Cape Coast in Ghana's Central Region to test the suitability of the research instrument and to clarify areas of ambiguity, complex questions and potential practical problems. Two stakeholders, the Ghana Tourism Authority and Ghana Heritage Conservation Trust, were interviewed. The regional level was selected for the pre-test because it is also managed under a public-private partnership arrangement. Data

collected was analysed manually using both inductive and deductive content analysis.

### Data Collection Procedure

An Interview Guide was administered to respondents after an introductory letter was shown to them and informed consent was sought. The stakeholders were interviewed at their offices and places of work after a telephone call which confirmed the day and time of the interview. The interviews were conducted at a time that was convenient for each respondent. All interviews were recorded except in an instance where a respondent refused to be recorded. In that instance, notes were taken. On average, interviews lasted about 50 minutes.

### Data Processing and Analysis

Qualitative research does not lend itself to the generation of quantifiable responses as in quantitative research. It was, therefore, necessary to find ways of capturing and analysing the data to ensure rigour. Data was electronically captured using a digital voice recorder and manually transcribed. A mixed method, deductive and inductive content analysis approaches





was employed to analyse the data collected. Based on the suggestions by Groenewald (2004), Patton (2002) and Attride-Stirling (2001), a three-tier coding scheme was developed to extract the themes emerging from the interview data.

The first stage involved extracting the lowest-order premises evident in the text or otherwise delineating off units of meaning (basic themes). The second stage involved grouping the basic themes or clustering of the units into abstract themes (organising themes). Extractions from this level were put into the final level connecting the major and unique themes in the text as a whole (global themes).

The global themes emerging from the interview data were inductively analysed (Patton, 2002). Deductively, theories such as Hall's (2013) Typology of Governance and Mandel's (1999) Continuum of Collaborative Efforts were tested against the situations on the ground. The analysis centred on the research questions for this study. The analysis concentrated on issues, some of which were

unique to the individual cases and some common to all the organisations.

## RESULTS AND DISCUSSION

Two key findings emerged from the study. First, it was found that there is a discernible line of authority where authority comes from the top management in the sector. Secondly, collaboration in the tourism sector is not well established.

### Profile of Stakeholders in Tourism Governance

A profile of the respondents shows that nine participants have been with their institutions for a fairly long time, that is four years or more, and thus are in a position to provide credible opinions on their institutions' mandates. Five of the respondents had been at their institution for a period of up to two years. While this might mean they may not fully grasp the nuances of their institutions, their participation was still valuable because they still had first-hand knowledge and information about how the institutions performed and how they related to each other.

**Table 3: Profile of Stakeholders in Tourism Governance**

Stakeholders (Institution)	Designation	Number of years in the Institution
A	Director for Protocol	7
B	Chief Executive Director	1
C	Executive Director	1
D	President	5
E	President	5
F	Secretary	4
G	Deputy Executive Director (Operations)	1
H	Development Chief	6
I	Development Chief	5
J	Paramount Chief's Representative	6
K	Programs Director	5
L	Executive Director	2
M	Chief Economic Planning Officer	9
N	President Elect	-





### Forms and Rationale of Stakeholder Collaboration

This research examines the form and rationale of stakeholder collaboration in relation to Hall's typology of governance (Hall, 2013). This typology identifies hierarchies, communities, markets and networks.

#### Hierarchies

"Governance conducted by and through vertically integrated state structures is an idealized model of democratic government and the public bureaucracy" (Pierre & Peters, 2020, p. 15), and provides the "traditional" model of state governance. The study found evidence of a hierarchical form of governance although other variants were noticeable. These responses by some participants aptly illustrate this hierarchy;

*"It is top-down, we are not reinventing the wheel as it were. Everything we do must operate naturally through structures, so in terms of collaborations, it is difficult to operate out of the known structure (Public Sector, Participant B)"*.

*"Vertical top-down approaches (hierarchies) are used to ensure that objectives are achieved. Mostly from the ministry (Public Sector, Participant M)"*.

*"In practical, I think the top-down approach has been more overused in collaboration in the sector (Private Sector, Participant N)"*.

The rationale for the predominant existence of the vertical top-down approach (hierarchies) to collaboration between stakeholders in the tourism sector of Ghana is that the vertical top-down approach used in collaboration in the sector makes things easy and simple. Heads come up with ideas and these are poured down on the people at the bottom to implement in the sector.

*"It makes things easy and simple. You come up with the ideas, you are convinced by your ideas, you pour it down for people to implement, how much more easy can it be (Private Sector, Participant N)"*.

The hierarchical form of governance is the most common type of governance in Ghana's tourism sector, according to studies. Stakeholders employ the conventional structures. This proves that there is a distinct hierarchy of power with a supreme leader. Ideas are mainly initiated by the Ministry and then transferred to the implementing bodies. The Ministry intervenes to serve as a mediator. In other words, the approach has a bureaucratic feel to it. According to Pierre and Peters (2020), a democratic government and public administration with vertically integrated state institutions is an ideal. The separation of power and authority implied by this, however, goes against the claim made by Hennerman et al. (1995) that collaboration is non-hierarchical. Collaborations are therefore viewed as non-hierarchical and transient because they permit the expression of opinions and interests. This viewpoint is also supported by Long (1997), who claims that collaboration between partners must take place at levels that have been agreed upon. The widespread use of hierarchies, or the vertical top-down method, is largely attributable to their ease of use and convenience. This is defined by the hierarchical relationships between the various levels. This makes it straightforward to come up with ideas and present them to groups in charge of implementation. This backs up Hall's (2013) claim that decisions about actual and conceptually distinct policies are made at the top and implemented at the bottom in vertical top-down systems (hierarchies). This implies that there is a clear transfer of authority between several levels.



### Bottom-up approach (communities)

Also, this approach is very much influenced by communitarianism and demands for more direct citizen involvement in governance. The study found that the bottom-up approach or community as classified by Hall (2013) is used depending on what activity or project is to be implemented.

*“It depends on what we are doing, if it is a project which is to be implemented at the community level, we apply this approach for ideas or inputs (Public Sector, Participant B)”*

Furthermore, some research participants argued for the choice of the bottom-up or community form of collaboration, with the explanation that it leads to effective implementation of activities and allows for effective results to be realized as the top-down approach has failed over the years.

*“To ensure effective implementation of activities and for effective results to be realized. Because, when you look at the past, using the top-down approach it has failed (Private Sector, Participant K)”*.

Moreover, the bottom-up technique is one form of industry governance used, albeit less frequently. Its implementation takes place at the local level and is based on the project or activity that is going on there. This makes it possible to take local perspectives into account while making decisions. This is seen in tourism planning and policy as a strategy to provide locals the freedom to make their own decisions and to directly manage the benefits that come from the development process. This outcome is consistent with Hall's (2013) typology, which calls for the immediate involvement of the local population in a specific jurisdiction. The bottom-up approach ensures successful implementation and outcomes, in contrast to the past. Also, it encourages participation from those at the bottom, creates projects, elicits ideas,

builds consensus, and distributes decision-making power.

### Networks

This can be seen between the Ghana Heritage Conservation Trust and the Wildlife Division of the Forestry Commission in the management of the Kakum National Park as well as having managerial responsibility for the visitor centre. This was built with funds from USAID and Conservation International.

*“We operate the Kakum National Park in conjunction with the Wildlife Division of Forestry Commission with funds from USAID and Conservation International (Private Sector, Participant K)”*.

More so, in terms of the rationale for the choice of networks, by entities who used it, they indicated that it facilitates the coordination of interests of parties involved and also, the allocation of resources and also enhances the efficient implementation of policies.

*“Coordination of our interests and allocation of resources are facilitated, which also enhance the efficient implementation of policies (Private Sector, Participant K)”*.

The highest-level government agency, the GTA, hardly takes part in this collaboration because of its ties to the public sector agency, the Wildlife Division of the Forestry Commission (WD-FC), in the Kakum National Park tourism business. This fixed and institutionalized linkage contrasts with the ad hoc and transient nature of many so-called network structures. The development of tourism has been successfully accelerated by this collaborative effort. The other side of the coin is that the decision-making process does not always consider the interests of other major stakeholders. These ad hoc network linkages place more emphasis on tourism growth than on tourism governance. Networks necessitate collaboration between the public and private sectors (Hall, 2013).



Network governance is commonly regarded as a successful strategy for ensuring the sustainability of tourism development since it incorporates the perspectives of both public and private players. Networks assist in coordinating public and private interests and resources for the growth and strategy of tourism (Beaumont & Dredge, 2010; Bramwell, 2005; Dredge, 2006a; Hall, 2008a; Pavlovich, 2001; Scott et al., 2008). This increases the efficiency with which policies are carried out.

### Markets

Another form of collaboration also revealed by the study is the market form of collaborative governance where private individuals are allowed to operate in the sector to provide services.

*“I am into private business, that is, a travel and tour operators union (Private Sector, Participant F)”.*

Furthermore, the choice of markets by the industry is because of the belief that it is the most efficient and just allocative mechanism in the industry. One research participant opined that there is efficient outcome and also, a just allocative mechanism in the industry.

*“It is efficient and an allocative mechanism for services to be provided to consumers (Private Sector, Participant F)”.*

Another kind of governance found by the study is the market. Private individuals or investors may provide services in the sector. With this technique, the sector or state assigns significant roles to private companies or individuals (the forces of supply and demand) to deliver services, boosting self-regulation in the process. This outcome is in line with Hall's (2013) assertion that marketization and

privatization give the forces of supply and demand significant roles in the economy. Self-regulation is frequently used to achieve this, which affects the growth of sustainable tourism (Bradshaw & Blakely, 1999; Hall & Williams, 2008; Jenkins, 1982; Wanhill, 1986). A successful technique of allocating resources for the provision of tourism services is thought to be the market-type of collaboration. This has to do with the function that consumers play in empowering citizens, the policy setting for economic actors where they work together to address problems of shared interest, and efficiency that yields efficient solutions. The market has come to be seen as everything that the Government is not, according to Pierre and Peters' (2020) assertion. Because it prohibits politicians from assigning resources in ways that are not the most efficient uses of them, it is considered to be the most efficient and equitable system for resource allocation.

### Extent of Stakeholder Collaboration in Tourism Governance

Gray (1985) sees collaboration as the pooling together of resources by two or more stakeholders in solving a set of problems. Within this view, there is some level of collaboration within the tourism sector. However, the research findings and analysis suggest an overall low level and intensity of collaboration between institutions, in providing a measure of the nature and extent of collaborative efforts in tourism planning and development. The ensuing tables show collaborative efforts within the public-private sector, public sector and private sector, public-private sector and traditional authority respectively in line with Mandell's Continuum of Collaborative Efforts.

**Table 4: Collaboration Efforts between the Public and Private Sector**

Mandell's Continuum of Collaborative Efforts	Public-Private Collaboration in the Tourism Sector
Linkages or interactive contacts between two or more actors	Formal interactive contacts between Ghana Tourism Authority (GTA) and Ghana Tourism Federation (GHATOF) (Tourism Development Fund, purchase of logistics etc.) Formal interactive contacts between Ghana Tourism Development Company (GTDC) and Ghana Investment Promotion Centre (GIPC), Land Commission, etc., Ghana Tourism Authority (GTA) and Wildlife Society on the Amansuri Conservation, Ghana Heritage Conservation Trust (GHCT) and Wildlife Division of the Forestry Commission (WD-FC) on the management of Kakum National Park etc.
Intermittent coordination of the policies and procedures of two or more actors	Non existent
Ad hoc or temporary task-force activity among actors to accomplish a purpose or purposes	Most commonly used in collaborative efforts within the tourism sector. Specific project coordination committees are usually set up which then gets dissolved at the completion of projects. Even for recurring events like International Mother's Day Tongue, Chocolate Day, Pan African Historical Theatre Festival (PANAFEST) and Emancipation Day celebrations, etc there is no structured interactive platform. Ad hoc collaborative efforts are embarked upon once the programme is about to take place
Permanent and/or regular coordination between two or more actors through a formal arrangement to engage in limited activity to achieve a purpose or purposes	Unofficial
A coalition where interdependent and strategic actions are taken, but where purposes are narrow in scope	Non-existent
A collective or network structure where there is a broad mission and joint strategically interdependent action	Non-existent

The findings suggest that there is no intermittent coordination of the policies and procedures of two or more actors, unofficial permanent and/or regular coordination between two or more actors through a formal arrangement to engage

in limited activity to achieve a purpose or purposes, and a coalition were interdependent. Stakeholder collaboration between the private and public sectors is seen as dappled and expedient, usually centred on the

**Table 5: Collaboration Efforts within the Public Sector**

Mandell's Continuum of Collaborative Efforts	Public Collaboration in the Tourism Sector
Linkages or interactive contacts between two or more actors	Formal and informal linkages in terms of coordination which is due to the bureaucratic nature of public sector activities
Intermittent coordination of the policies and procedures of two or more actors	There is no formal coordination established since it is purely policy- based but few intermittent coordination there is relates to the implementation of polices (tourism activities).
Ad hoc or temporary task-force activity among actors to accomplish a purpose or purposes	Each institution relies on ad hoc collaborative efforts with others in order to undertake specific projects or tasks. This is the most entrenched form of collaboration within the public sector. For instance, in the rehabilitation of the Elmina and Cape Coast Castles, an ad hoc coalition of Central Region Development Commission (CEDECOM), Ghana Tourism Authority (GTA) and the Ghana Museums and Monuments Board (GMMB) was formed with funding from United States Agency for International Development (USAID). This coalition still works. Ministry of Tourism, Arts and Culture and Bureau of Ghanaian Languages on the organization of the International Mother's Day Tongue etc.
Permanent and/or regular coordination between two or more actors through a formal arrangement to engage in limited activity to achieve a purpose or purposes	Regular coordination between Ministry of Tourism Arts and Culture (MOTAC), Ghana Tourism Authority (GTA), Ghana Tourism Development Company (GTDC) and Hotel, Catering and Tourism Training Institute (HOTCATT) to align plans which the ministry has an oversight.
A coalition where interdependent and strategic actions are taken, but where purposes are narrow in scope	Non-existent
A collective or network structure where there is a broad mission and joint strategically interdependent action	Non-existent

implementation of projects as and when the need arises.

From this, it is seen that there is a non-existent coalition where interdependent and strategic actions are taken, but purposes are narrow in scope.

There is also no collective or network structure where there is a broad mission and joint strategically interdependent action, hence there is more improvement to be made.



Due to the bureaucracy existing in the country, it is not surprising that the public sector within the tourism sector consists of a large number of entities. The findings are similar to those found in other studies (Adu-Ampong, 2014; Ladkin & Bertramini, 2002; Timothy, 1998; Waayers et al., 2011). Related to the

public-private sector collaboration, the research analysis reveals that collaboration within the public sector is mainly purposive and impromptu – informal linkages exist mostly to solve a particular problem or take advantage of an opportunity. This is due to the many constraints faced.

**Table 6: Private Sector Collaboration in the Tourism Sector**

Mandell's Continuum of Collaborative Efforts	Private Collaboration in the Tourism Sector
Linkages or interactive contacts between two or more stakeholders	Informal interactive contacts. For instance, between the travel and tour agents and the accommodation for provision of services to consumers
Intermittent coordination of the policies and procedures of two or more stakeholders	Non-existent
Ad hoc or temporary task-force activity to accomplish a purpose or purposes	Between Hotels (Hotel Association), car rentals, restaurants, travel and tour agents in delivery of services to tourists
Permanent and/or regular coordination between two or more stakeholders through a formal arrangement to engage in limited activity to achieve a purpose or purposes	A council consisting of all heads of all 21 associations under Ghana Tourism Federation (GHATOF)
A coalition where interdependent and strategic actions are taken, but where purposes are narrow in scope	Unofficial
A collective or network structure where there is a broad mission and joint strategically interdependent action	Non-existent

Also, from the study, there are informal interactive contacts, an unofficial coalition where interdependent and strategic actions are taken but where purposes are narrow in scope. Again, non-existence of a collective or network structure where there is a broad mission and joint strategically interdependent action. This indicates that collaboration within the private sector is bitty. The study shows that collaboration with the traditional authorities occurs as and when there is an activity or project. These authorities opined that there is less

involvement of them (traditional authority) in the administration of tourism in the sector. In general, empirical reality as perceived by the private sector actors is on many levels consistent with the literature on collaborative governance. For the most part collaborative governance is seen as a formalised, consensus-oriented and deliberate collective decision-making process (Ansell and Gash, 2008) rather than the ad hoc nature of much of the collaborative efforts in the tourism sector – an obstruction of the formalised collaborative arrangement between tourism entities.

The collaborative effort between various tourism entities in the sector does reflect the literature



on collaborative governance in which the state's role is that of an initiator and an enabler. The evidence portrays a classic example of Kooiman's (2000) explanation that in contemporary socio-political governance and management, no single actor be it

public or private possesses sufficient action potential to solve complex problems or take advantage of opportunities.

**Table 7: Public-Private Sector and Traditional Collaboration in the Tourism Sector**

Mandell's Continuum of Collaborative Efforts	Public-Private and Traditional Collaboration in the Tourism Sector
Linkages or interactive contacts between two or more stakeholders	Informal interactive contacts. As and when there is a tourism activity
Intermittent coordination of the policies and procedures of two or more stakeholders	Non-existent
Ad hoc or temporary task-force activity to accomplish a purpose or purposes	Ministry of Tourism, Art and Culture, Ghana Tourism Authority and Traditional Authority on the major projects in various areas. For instance, the intended Marine Drive project, maintenance of various tourist attractions etc.
Permanent and/or regular coordination between two or more stakeholders through a formal arrangement to engage in limited activity to achieve a purpose or purposes	Non-existent
A coalition where interdependent and strategic actions are taken, but where purposes are narrow in scope.	Non-existent
A collective or network structure where there is a broad mission and joint strategically interdependent action	Non-existent

Thus, it focuses on its core mandates. On the whole, one cannot comprehensively answer that collaboration within the tourism sector is well-established based on the above comparison. Thus, collaboration in the tourism sector is not well established and shows much room for improvement, in line with Mandell's Continuum of Collaborative Efforts (1999).

## CONCLUSION

In addition to the state sector, the private and civil sectors have become more significant actors as a result of ongoing changes in contemporary tourism planning systems. The core claim is that today's challenges and chances for growth in the tourism industry are extremely complicated, varied, and dynamic. As a result, no one institution possesses all the resources needed to seize the available opportunities or to address both current and emerging issues. To ensure that tourism contributes to economic





growth, the necessity of institutional collaboration in the planning and development process has been highlighted as being crucial. It is frequently noted that collaboration is necessary due to the high levels of fragmentation in the tourism industry (Bramwell & Lane, 1999), the "new public management" initiative to increase efficiency in the public sector (Hall, 1999; Hood, 1991), and the relational interventionist model of state involvement in the economy (Rhodes, 1996; Stoker, 2006).

Despite not occurring in a systematic manner, collaboration in the planning and development of the tourism industry can be measured by aspects like the recognition of interdependence, the existence of a shared vision among stakeholders, and the joint formulation of development objectives. The growth of what Mandell (1999) refers to as networks of linkages which are more or less formalized regarding preserving common interests is fundamentally influenced by these elements.

Collaboration efforts are also significantly impacted by the institutional structure of entities associated with tourism. This study has brought to light important policy-level areas that require action. A clear understanding of the responsibilities and roles of the many players within the tourist sector is essential. Since stakeholders need to understand what is expected of them and what is expected of others, this has to be the first step in collaborative activities. A comprehensive stakeholder consultation is also required as a preliminary step in creating a formal platform for ongoing communication among stakeholders. To properly coordinate the creation and implementation of tourism policy, concerted efforts toward open communication must be made. Making tourism planning and development a collaborative effort is also necessary if tourism is to meaningfully contribute to socio-economic development. In the end, a productive planning and growth process for Ghana's tourism industry will benefit other nations.

### Limitations of the study

This research has some limitations related to stakeholders identified, interview questions, time allowed for the interview process, and subjectivity. The sample size is small and does not represent the majority of stakeholders in the tourism sector in Ghana. Stakeholders spoke with passion and shared their perspectives, but may have toned their responses. The researcher strictly observed the time allotted for each question to ensure an effective interview process. Subjectivity was unavoidable as the researcher was the interviewer, author, and interpreter of the data gathered. Future studies could be on factors that constrain and facilitate collaborative governance. By looking at the crucial factors that impede and those that facilitate collaboration in tourism planning and development.

### Acknowledgements

We acknowledge the contribution of the research participant, academic editors and reviewers.

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