BARRIERS TO DEVELOPMENT OF TOURISM IN ILHÉUS
Bahia - Brazil

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I would like to dedicate this work to my family in Brazil. Mom, dad, Ilana and Liana, thank you, for always encourage and support me.
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<th>Description</th>
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<tr>
<td>APA</td>
<td>Área de protecção ambiental (Environmental protected area)</td>
</tr>
<tr>
<td>ATIL</td>
<td>Associação de Turismo de Ilhéus (Ilhéus’ tourism association)</td>
</tr>
<tr>
<td>BAHIAUTURSA</td>
<td>Empresa de Turismo da Bahia S.A. (Bahia’s tourism bureau)</td>
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<tr>
<td>CEPLAC</td>
<td>Comissão Executiva do Plano da Lavoura Cacaueira</td>
</tr>
<tr>
<td>CITUR</td>
<td>Conselho Ilheense de Turismo (Ilhéus’ tourism chamber)</td>
</tr>
<tr>
<td>EMBRATUR</td>
<td>Instituto Brasileiro de Turismo (Brazilian Tourism Institute)</td>
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<tr>
<td>FACSAL</td>
<td>Faculdade Salvador</td>
</tr>
<tr>
<td>FTC</td>
<td>Faculdade de Tecnologia e Ciência</td>
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<tr>
<td>IBAMA</td>
<td>Instituto Brasileiro do Meio Ambiente e dos Recursos Naturais Renováveis (Brazilian Institute of Environment and Renewable Natural Resources)</td>
</tr>
<tr>
<td>ILHÉUSTUR</td>
<td>Empresa Municipal de Turismo (Ilhéus’ tourism bureau)</td>
</tr>
<tr>
<td>OECD</td>
<td>The Organization for Economic Cooperation and Development</td>
</tr>
<tr>
<td>PDITS</td>
<td>Plano de Desenvolvimento Integrado do Turismo Sustentável (Integrated plan of sustainable tourism development)</td>
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<tr>
<td>PET</td>
<td>Plano Estratégico do Turismo de Ilhéus (Ilhéus’ strategic tourism plan)</td>
</tr>
<tr>
<td>SCT</td>
<td>Secretaria de Cultura e Turismo (Secretary of culture and tourism)</td>
</tr>
<tr>
<td>SEBRAE</td>
<td>Serviço Brasileiro de Apoio as Micro e Pequena Empresas (The Brazilian Service of Support for Micro and Small Enterprises)</td>
</tr>
<tr>
<td>SENAC</td>
<td>Serviço Nacional de Aprendizagem Comercial (National Service for Commercial Training)</td>
</tr>
<tr>
<td>SETUR</td>
<td>Secretaria de Turismo (Secretary of tourism)</td>
</tr>
<tr>
<td>UNESCO</td>
<td>The United Nations Educational, Scientific and Cultural Organization</td>
</tr>
<tr>
<td>UESC</td>
<td>Universidade Estadual de Santa Cruz</td>
</tr>
<tr>
<td>UIOTO</td>
<td>International Union of Official Travel Organizations</td>
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<tr>
<td>WCED</td>
<td>World Commission on Environment and Development</td>
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1 INTRODUCTION

The tourism industry has been increasing in an extraordinary speed in the last decades. The boom of the tourism industry began in the post war period. According to the World Tourism Organization, tourism is the largest and fastest developing industry in the world (McLaren, 2003). Tourism took over both the crude petroleum and the motor vehicles industries as export earner in 1994 (Youell, 1998).

Tourism has gained great significance in developing countries. In Brazil, the tourism industry is becoming more and more important to the country’s economy. The World Tourism Organization’s ranking of the most demanded tourism destinations, shows that Brazil has moved from the 45th place in 1998 to the 36th in 2007, receiving about 6 million foreign tourists. The numbers are not very impressive when thinking about Brazil’s dimension and diversity or when comparing to numbers presented by countries such France and Spain. But, Brazil’s tourism history is rather short. Knowing that the Brazilian Tourism Institute EMBRATUR, was established in 1966, significant government initiatives to develop tourism are almost not seen before 1994, when tourism started to be seen as an economic activity (Oliveira, 2004). Important changes happened in 2003 when the government, recognising the importance of tourism, created the Ministry of Tourism, separating Sport and Tourism, which were part of the same Ministry earlier. Tourism has today become one of the country’s main economic activities giving 2 million people formal jobs and being the fifth largest source of foreign exchange for Brazil (National Tourism Plan, 2007, p.4; 24).

Giving continuity to the new directions established in 2003, the government has created a National Plan for 2007-2010 with the main objectives to strengthen domestic tourism, decentralization, participatory management, promote Brazil abroad, and last but not least social inclusion which, within the plan, means establishing bridges between the communities as well as public and private sector in order to stimulate domestic tourism, job creation, infrastructure and development. The national tourism plan gives the guidelines to the states and cities and the decentralization goal seek to stimulate the participation of the states and cities in planning and organization of the local tourist destinations.

Brazil is a federative republic, divided in 26 states and the federal district, Brasília. The state of Bahia, located in the northeast region of the Brazil is the biggest in the region and has the longest coast line of the country with 1.103 km.
Bahia’s state government was one of the pioneers in stimulating tourism development in the country. It started to see tourism as an attractive economic activity in the 1970s and today, Bahia is one of the most popular tourist destinations in Brazil both among Brazilians and foreign tourists. However, the development of the tourism sector was mainly concentrated in a few destinations. Intending to achieve the development of tourism in other regions of Bahia, the state government divided, in 1991, the state in tourist zones. One of them is called The Cocoa Coast, and its main city, Ilhéus, is the area of interest of this study.

When the Portuguese came to Brazil 500 years ago, the Portuguese Crown divided Brazil into fifteen Hereditary Captaincies. Ilhéus was one of them and is one of the oldest cities in Brazil. The history of Ilhéus is also marked by the cocoa production, the city was one of the biggest cocoa producers in Brazil and the production has been the main economic activity since the end of the 19th century. The cocoa production has been through many crises and the last and hardest reached its top in 1989, when a plague reached the region and destroyed great part of the plantations in few years. Ilhéus had to face the consequences of being economically dependent in only one activity and had to find alternative ways to overcome the crises. By this
moment, tourism started to be seen as an economic alternative to the city and people started to invest in the sector. Because of its physical and cultural attributes many believed that Ilhéus could have a great future as a tourist destination. Ilhéus is a place rich in natural resources, located in a tropical region, covered by the Atlantic forest and surrounded by approximately 90 km of beautiful beaches with temperatures around 24°C during the whole year. The city has a great cultural and historical heritage with distinctive architecture, music, culinary and handicraft. Ilhéus is also the home place of one of the most famous Brazilian writers, Jorge Amado, who had his work translated in 55 countries and transformed Ilhéus into a well-known place.

However, it seems that the natural and cultural attributes were not enough to transform the city in an attractive tourist destination. About 18 years has passed since the cocoa’s worst crises, Ilhéus has become a tourist destination, though an insignificant destination both in the national and international market.

1.1 Objectives and research questions

The objective of this study is to identify and explain barriers to the development of tourism in Ilhéus.

Tourism is an economic, environmental and socio-cultural phenomenon. It reaches various sectors of the economy and society and it involves many different forms, such as leisure tourism, sports tourism, cultural tourism, business tourism, conference and exhibition tourism, tourism for religious reasons and Eco-tourism. The broad nature of tourism makes it quite difficult to be defined and there is no universal accepted definition of it. Although, one definition that is commonly applied is the one adopted by The World Tourism Organization which says that:

Tourism is the set of activities of a person traveling to and staying in places outside his/her usual environment for less than one year and whose primary purpose of travel is, other than the exercise, an activity remunerated from within the place visited (Ioannides, Dimitri & Debagge, 1998, p.36).

A more comprehensive definition is the one presented by McIntosh, Goeldner and Ritchie which include the stakeholders of tourism:

Tourism may be defined as the sum of the processes, activities, and outcomes arising from the interactions among tourist, tourism suppliers, host governments, host
communities, origin governments, universities, community colleges and nongovernmental organisations, in the process of attracting, transporting, hosting and managing tourists and other visitors (in Weaver 1998, p.2).

Reid (2003, p.1) goes further and describes tourism as “a dynamic force homogenizing societies and commodifying cultures across the globe”.

Tourism can also be defined as a product, but differently from other products, tourism can not be stored. It is a composite product, involving transport, accommodation, catering, entertainments, natural resources and other facilities and services such as shops and currency exchange (Sinclair, 1998).

According to Wall and Mathieson (2006, p.19) tourism is composed of three basic elements, they are:

1. A dynamic element: the decision to travel and where to.
2. A stay in the destination: all the interaction with the economic, environmental and social systems of the destination.
3. A consequential element: the effects resulted by the former elements.

The decision to travel and where to travel will be influenced by the features of the destinations. There are many different kinds of features that can attract tourists, as for example: natural sites, iconic attraction, natural events, cultural sites, food tourism, cultural events and golf capes.

By tourism development is understood that it “(...)involves the provision of a range of services and facilities which are furnished, directly or indirectly by a variety of public and private sector agents characterized by other diverse interests, roles and responsibilities” (Pearce 1989, p.55).

Within this study tourism is approached as an industry, which means “a large and fragmented collection of firms producing commodities that support the activities of people temporarily away from their usual environment” (Smith, 1998, p.32) and the definition of tourism that will be utilized is the stakeholder definition of McIntosh, Goeldner and Ritchie (in Weaver, 1998).

In order to analyze causes and factors that restrain better development of tourism in Ilhéus I will address the following questions: What are the causes or factors that are hindering a better development of tourism in Ilhéus? Why Ilhéus, with its great potential, does not perform better in the development of its tourism sector?
Some hypotheses to answer the questions of this research are listed below. Those will be confirmed or not in the end of the research.

1. Not good enough infrastructure and service
2. Tourism is not seen by the local public managers as an economic activity for the development of the city.
3. Inadequate administration of public money
4. Lack of strategic tourist planning and managing
5. Lack of entrepreneur attitudes
6. Lack of partnership between the stakeholders
7. Lack of community involvement

As tourism development has both positive and negative effects on the tourist location, the study will also discuss what are the factors reducing the positive effects of tourism in Ilhéus and then what strategies should be adopted in order to reduce the negative effects and maximize the positive.

1.2 Layout of the thesis

The study is divided in six chapters. Chapter 2 is the Analytical Framework. This chapter will review literature on tourism development issues and positive and negative effects of tourism development. It will also explore alternative ways to develop tourism and finally, how to maximize the positive effects of tourism development and the difficulties of developing countries to apply these approaches.

Chapter 3 presents the methodology of the research, how the research was done, how the interviewees were chosen and the challenges faced during the field work.

Chapter 4 addresses the state of tourism in Ilhéus. It starts with a short historical background, followed by the beginning of tourism development in the city and the characteristics of tourism today.

Chapter 5 will discuss the barriers of tourism development in Ilhéus in light of the analytical framework. It is based on interviews and it will discuss the stakeholder’s role and performance, promotion and marketing, planning, education, partnerships and cooperation, community participation and environment. This Chapter will also discuss factors reducing the positive impacts of tourism in Ilhéus. In doing so I will draw on some experiences on impacts
of tourism in the neighbouring tourist destination, and then suggest some strategies to enhance the positive impacts and reduce the negative impacts of tourism in Ilhéus.

Chapter 6 is the conclusion which will summarize the main points of the analysis. The conclusion will suggest how to improve tourism development in Ilhéus and discuss the transferability of the study.
2 ANALYTICAL FRAMEWORK

During the post war period great improvements in living standards together with the advent of jet aircraft were some of the main factors that accelerated the growth of mass tourism around the world. Beside this, the propagation of the idea that tourism was a great way to improve development was directed specially for developing countries which had economic difficulties. For the developing world, during this period, tourism was considered a bless. It was promoted as a “clean” alternative to achieve development and from the governments’ point of view it was a tempting alternative because it did not require great investments. International organizations as The Organization for Economic Cooperation and Development (OECD), the World Bank and the United Nations emphasised the benefits and economic growth potential of the tourism industry, and promoted the industry in developing countries.

Tourism development “(…) came to be unilaterally regarded as a passport to development (…)” (Dann, 2002, p.236). So, during this euphoric time tourism development was “largely and uncritically accepted” (Dann, 2002, p.236). Within the tourism field, the adoption of a positive position in relation to tourism development is called the advocacy platform. However, as Dann (2002, p.236) expresses it, “the antithesis was not long in coming”. Some theorists began to see tourism in a more critical way. They were worried about the socio-cultural consequences of the fast tourism expansion, especially for the developing world. They believed that the socio-cultural negative impacts were greater than the economic benefits. This group is part of what is identified as the cautionary platform.

The debate between these two platforms is part of the debate between the modernization or development school and dependency school on development, which discussed about how to achieve development in the less developed world. The modernization school states that development “occurs in a linear or evolutionary base, and that less developed societies can catch up with the developed world given the right condition, which should be encouraged through strategic development organised at a state level” (Meethan, 2001, p.44). In this context, tourism development was seen by the modernization theorists as a great way to bring economic development to these countries. They defend that tourism development contributes “to economic diversification away from an excessive dependency on a few traditional exports, especially in many low-income countries that lack possibilities for rapid industrialization” (Brohman, 1996 p. 8). Investments in resort areas and modern infrastructure generate a trickle-down effect that benefits the whole economy (Meethan, 2001). On the other hand, the dependency theorists consider the relation between developed and less
developed countries as harmful for the last and believed that the development of an international tourism industry would perpetuate their dependency on the centre (Cooper, 2005). The tendency of international integration, creating trans-national corporations, accelerated by globalization, as well as foreign investments, loans and the problem of leakage profit increases the dependency of developing countries. And according to this theory, the dependency on core economies minimises the ability of developing countries to achieve development. Britton (in Meethan, 2001, p.45) with his neo-Marxist approach states that developing countries “suffer from structural distortions to their economies as the indigenous economy is undermined and redirected to serve the interests of external markets”. The profit is either expropriated or kept by a small national elite, consequently the positive trickle down effects does not happen (Meethan, 2001). The result, foreign control of the industry, minimizes the benefits that tourism can bring to the economies.

Latter, another group of theorists constituted the adaptancy platform. This platform had its principles based on alternative development defending the development of what they called for alternative tourism or soft tourism. This group brought along a much wider perspective where the social, economic, cultural and ecological are interrelated. They defended for example that tourism development should be small-scale and ecologically viable (Dann, 2002).

The appearance of another platform is presented by Jafari (in Dann, 2002) as a knowledge-based platform. This platform builds a link between the others. It agrees with the principles of alternative tourism adopted by the adaptancy platform, although it also “recognizes the legitimacy of mass tourism, but qualifies support for both sectors with calls for their genuine adherence to the principles and practice of sustainability” (Weaver, 1998 p.12).

For many developing countries, the decision to develop the tourism industry may be influenced by the lack of alternatives and by the idea that tourism will bring economic benefits without big amounts of public investments (Reid, 2003). And as Reid (2003, p.70) says “(…) it appears to be a cheap alternative for the many governments of many developing countries, which have limited financial resources but an abundance of potentially attractive recreation destinations”. However, Hall (1994, p.3) states that “tourism is not a result of a rational decision making-process” instead, Peck and Lepie (in Hall, 1994 p.3), defend that “the nature of tourism in any given community is the product of complex interrelated
economic and political factors, as well as particular geographic and recreational features that attract outsiders”.

Tourism development can occur in many different contexts, but some characteristics will have an important influence in the process. Besides the economic characteristics of the destination, physical attributes such as climate and landscape as well the access to the place will have great influence in the development. The social and cultural attributes of the host society may also influence the attractiveness of the place, the nature of the development and extend of the impacts (Pearce, 1989). And according to Bryden (in Pearce, 1989, p.12), tourism development “takes different forms and its impacts is conditioned by the context in which that development occurs”

Wall and Mathieson (2006) also added some other issues in their list of conditions for the development of a competitive tourist destination. The first requirement, considered as fundamental, is stability, which is acquired with the provision of quality services and facilities to different kinds of tourists with competitive prices. There is also the need of a skilled organizing, planning and marketing body. The last condition is the participation of locals in investments and employment.

Some theorists have tried to analyse the dynamics of tourism development. In 1980 an interesting study was prepared by Butler, who created a detailed model of a tourism resort lifecycle. Butler’s model has got credibility and became a much cited study, it has been tested and largely applied within the field of tourism studies. He divided the tourism development process in five stages that may be experienced by the destinations. The stages are: exploration, involvement, development, consolidation, stagnation and after stagnation the scenario can either continue in this stage or it can take two opposing directions with decline or rejuvenation (Weaver & Lawton, 2006; Dann, 2002).

The stages of tourism development are better explained by Weaver and Lawton (2006) bellow:

1. The first stage of the Butler’s sequence is called *exploration*. In this phase tourism is characterised by a very small number of visitors and the absence of specialised services and facilities. The economic returns are still small to impact the local economy, but the consumption of local products and the multiplier effect is large and influence a fine relation between locals and tourists. This stage is described as a “pre-tourism stage” (Weaver & Lawton, 2006, p 310.). With the fast growth of tourism today, the number of places experiencing this stage has been reduced.
2. The second stage is the *involvement* stage and is characterized by a growing number of visitors and small business development to provide some services and facilities to the tourists. The economic impact here is significant and the visual and environmental impact is still in small scale. The nature of the factors, internal or external, that will achieve the transition from exploration to involvement are considered by Weaver and Lawton (2006) as important because they will influence the dynamics of the cycle.

3. The third phase is the *development*. This stage is characterized by the fast growth and many changes in all aspects of the tourist sector. The destination becomes a part of the tourism system. Big foreign companies take control over the development process transforming the destinations landscape to an international-style landscape. Environmental impacts are also aggravated in this phase. The relation between locals and tourists changes. In the beginning of this stage locals consider tourists as part of the local routine. Latter, apathy reactions appear.

4. During the *consolidation* stage, the destination experiences a decline in the growth rates. The deceleration of the growth happens because the intensity of the tourism activity affects social, environmental and economic carrying capacity levels and consequently reduces the quality and attractiveness of the destination. The relation local-tourist strengthens and tourists are treated with hostility by some locals. Others choose either to adapt the new situation or to leave the place.

5. *Stagnation* or saturation stage happens when the high levels of tourists and tourism services stagnate. Weaver and Lawton (2006) explain that “surplus capacity is a persistent problem, prompting frequent price wars that lead to further product deterioration and bankruptcies, given the high fixed costs involved in the sector”. The destination does not succeed in attracting new visitors either.

6. *Decline or rejuvenation*. The stagnation stage can last for a while but, will sooner lead to the decline or the rejuvenation of the destination. The decline happens when the regular visitors are no longer satisfied, the industries stakeholders don’t succeed in invigorating the tourism product and the hostile relation between locals-tourists influence the negative image of the destination. On the other hand
rejuvenation is achieved with either the development of entirely new attraction products or the reinforcement of the destinations greatest advantages.

Two other relevant works were produced by Doxey (1976) and Plog (1973). They also studied a destination lifecycle. The first created an irritation index, referent to the evolution of locals’ sentiments in relation to tourists. Plog (1973) on the other hand, analysed the socio-cultural impacts of tourism concluding that the impacts were predicated on the differential motivation of tourists. The three studies, Butler’s (1980), Doxey’s (1976) and Plog’s (1973), completed each other. Together they exposed the destinations development and situated which kind of tourists and local sentiments are present in each stage.

The five stages traced by Doxey (1976) about the locals’ sentiments to tourists are:
1. **euphoria** – present in the very beginning of tourism appearance in a destination, tourists are welcomed, particularly because of the economic benefits.
2. **apathy**- during the tourism development process, tourists are taken for granted and are seen by locals as a source of profit.
3. **annoyance** – in this stage the tourism industry is well developed and the carrying capacity levels are near to a saturation level. Tourism affects the day life of locals.
4. **antagonism** – in this stage the socio, cultural and environmental carrying capacity of the destination are exceeded and tourists are seen as the cause of ills.
5. **resignation** – in this final stage the community have been through many changes. Locals have to adapt to the changes, some prefer to move to another place and tourists choose other destinations to go (Wahab & Cooper, 2001; Weaver & Lawton, 2006).

Plog (1973) classified tourists in different groups based on personality dimensions. The classification shows the kind of destination each tourist is looking for: 1. allocentrics/ventures, 2.midcentrics/centrics and 3. psychocentrics/dependables. The main characteristics of those groups are exposed above:

1. The allocentrics/ventures are independent travellers who plan their travel and prefer to visit places where there is no tourism or little. They “seek cultural and environmental differences from their norm, belong to higher income groups, are adventures and require very little in the way of tourism plant” (Cooper, 2005, p. 231).
2. The midcentrics are positioned in the middle between the two other groups. Their behavior is defined by Weaver and Lawton (2006) as the kind of visitor who likes to have the access to comfortable accommodation as offered by resorts, but is also interested in local cultural performances and taste the local cuisine.

3. The last group, the psychocentric, prefers well-developed and “safe” destinations. They use well-known tour operators, hotels and other brands. Choose to travel to familiar places where familiar goods and services are available (Cooper, 2005).

The graphic below is an adapted version of Butler’s destination life cycle with the ingredients proposed by Plog (1973) and Doxey (1976) (Cooper, 2005). The curve shows the evolution of a tourism destination. It includes the growing number of tourists and specialized tourist services, the kind of tourists visiting the destination in the different stages and the change of the resident’s attitudes to tourists. After reaching the top, the curve shows three possibilities for a destination: decline, stagnation or rejuvenation.

Table: 1

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<th>Development of a tourism destination</th>
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Source: Cooper (2005).
About Plog´s classification, Cooper (2005) concludes that even being useful, it is difficult to apply because the choice of the destination will depend on the tourist’s motivation, which means that tourists will travel to different destinations depending on their motivations. Butler’s sequence shows how the development process of tourism happens and how it can affect a destination. As he showed, the impacts reach the economic, socio-cultural and environmental areas. Many theorists believe that the problems expressed by Butler can be avoided with appropriate planning and management, this idea is expressed by Fletcher (2005, p.231) when he says that “(...) once decision makers realise that limited tourism development can be an attractive means of growth, they may develop tourism plans that are compatible with the environment and the indigenous characteristics of the region, and target them at the desired market segments”. With planning strategies, the destination has the possibility to direct or redirect its development by choosing the kind of tourism it wants to develop and what kind of tourists it wants to attract. It is important to point out that the participation of the community together with the public sector and the private sector stakeholders is fundamental to the development of the appropriate tourism industry of a place. Planning, management and alternative development issues will be discussed latter in another section.

The above issues including Butler (1980), Plog (1973) and Doxey’s (1976) ideas, the decision to develop tourism and the conditions for development of a tourist destination will be employed in Chapter 4 to situate the currently development stage of Ilhéus in the life cycle of a destination as well as to establish the characteristics of the tourism sector of Ilhéus, its visitors and the residents relation with the visitors.

The following section will present the stakeholders of the tourism industry and their role in the development of the industry.

2.1 Stakeholders

The tourism market is composed by different actors of development. The actors are divided in three groups: the public sector, the private sector and organizations which can be of different nature such as inter-governmental organizations, non-governmental organizations or trade associations.

2.1.1 The role of the public sector

Tourism is described by Richter (1989, p.1) as “a highly political phenomenon” as well as an economic, environmental and socio-cultural phenomenon. The study of public policy process
of tourism is still scarce, but there is not doubt that tourism has become an integral part of many governments (Hall, 1994).

There is a continuing debate about the nature and extent of the government’s involvement in tourism. It is quite accepted that some government intervention is essential. When talking about developing countries a greater degree of intervention is defended (Jenkins & Henry, 1982). The government’s intervention is essential to maintain cohesion and the direction necessary to sustain tourism development over the long term (Brohman, 1996). IUOTO (International Union of Official Travel Organizations), the forerunner of the actual World Tourism Organization, defended in 1974 that “The extent of the State’s role in tourism varies according to the conditions and circumstances peculiar to each country (politic-economic-constitutional system, socio-economic development, degree of tourism development)” (Hall, 1994, p.23).

The challenge is to find out how the government should intervene, as it is exposed by Richter and Richter.

While active governmental involvement in tourism development may serve to avoid or mitigate…potential problems, it may also serve to exacerbate them…the crucial question is not whether government plays a role in tourism development, but what kind of role is played. It is therefore important to give serious consideration to the types of policy choices faced by planners, and to their potential consequences (in Hall, 1994, p 203).

As it has been said in the former section, the government’s principal motivation to develop tourism is to achieve economic benefits. Some governments also consider the development of tourism as an alternative to attain political and social benefits (Youell, 1998).

The functions of the public sector can vary from country to country, but most of the countries that give a significant importance to tourism, have separated a department of the government specific to tourism. This department is known as the national tourism organization and together with other local and regional authorities it has to play different roles.

The government has to play a coordination role, planning and formulating policies as well as establishing the objectives and the strategies to reach them. Hall (1994) believes that the coordination role is probably the most important, recognising that the success of the implementation the other roles will depend on the government’s ability to coordinate their various roles in the tourism development process.
Planning is also an exceptionally important issue for the development of tourism. Some researches have shown that (…) “unplanned or poorly planned tourism, without well defined policy goals tends to create unbalanced development and weaken the resource bases” (Singh, 2003, p.31). Although, tourism can still be considered a new issue and governments have to comprehend the tourism phenomenon to find out how they should act.

The impacts of tourism in developing nations are diverse and they can be both positive and negative. To achieve the benefits and maximize the positive effects tourism can bring, the policy makers need to concentrate in the formulation of adequate plan strategies and by this way create conditions to obtain most benefits of this industry with such a big potential.

The encouragement of tourism development can be done by the provision of grants, loans, tax concessions and tariff reductions. The government has to take the first step because private investors consider investments in the tourism sector high-risk. In many developing countries the need of government investment is because of the absence of a developed and innovative private sector (Jenkins & Henry, 1982). So, Holloway (1998) defends that in the beginning the public sector has to invest risk capital in order to stimulate tourism development, it has to play an entrepreneurial role and it has to invest in infrastructure provision.

The government has to give attention to legislation and regulations to establish legal limits on the extent of foreign investment and the repatriation of earnings. It can use features such as fiscal policies, incentives and taxes to promote or limit investments as well as to direct investments to a particular area (Pearce, 1989). Besides the economic issues, the government has also the responsibility to protect or create laws to protect historical buildings, heritage sites and the flora and fauna of the country as well as to take care of the maintenance of tourist attractions and facilities. Pearce (1989) also suggests that the State should minimize adverse social impacts of tourism. These impacts are “a concern and responsibility of the government” (Jenkins & Henry, 1982, p.137).

The promotion of the nation and its tourist products to overseas markets is the core activity of the national tourism organization. It includes the production or coordination of promotional material and its distribution, marketing research, marketing planning and travel trade activities.

Tourism information is also a task of the public sector and it has the purpose to provide information about the destination to tourists who are already at the destination.

Provision of training and business advisory services can also be done by the public sector and it will raise quality in the tourism industry. This is an important issue that achieves
the positive effects of tourism development. By ensuring that there are suitable educated and trained people, the government helps locals to be able to compete in a high skilled international marked. At last, research should be encouraged by the public sector for the reason that it will provide key information that will influence policy advice and the performance of the industry.

2.1.2 The role of the private sector

The main role of the private sector is to provide the bulk of facilities and services for the tourists such as accommodation, catering, attractions, entertainment. The private sector can also play an important role in influencing policy formulation. However, the effectiveness of this role will depend on the level of organization and integration of the sector.

Surprisingly, the sector is mainly composed by small businesses although, there are few large corporations that have market prominence (Cooper, 2005). So, the sector is composed by travel agencies, transportation providers, accommodation, tour operators and merchandise. The private sector is also present in the provision of tourist attraction, as for example, with theme parks although, most part of the tourist attractions are of natural character or are man-made attractions which have historical legacy. These kinds of attractions are owned or administrate by the government (Cooper, 2005).

Accommodation is a basic element of the tourism sector. It is “a necessary component in the development of tourism within any destination that seeks to serve visitors other than daytrippers” (Barron & Baum, 2005 p. 386). There are many different types of accommodation and the sector as for example hotels, guesthouses, bed and breakfasts, farmhouses accommodation, camping sites and cruise liners. Barron and Baum (2005, p. 386) also highlights the important role of the accommodation sector “in the overall economic contribution which tourism makes at a local and national level”. An important issue and a challenge that need to be considered by the accommodation providers are the environmental impacts of their establishments. Location in fragile nature environment, high water consumption, energy use and waste disposal are some of the issues that have to be considered in order to minimise the impacts of tourism in the destination.

The travel agencies’ role “is to supply the public with travel services” such as airline tickets, hotel bookings and also insurance and foreign exchange.

Tour operators are another segment of the private sector. Great part of the tour operators in the world originates and are located in developed countries. The operators sell
tours to many different parts of the world. Many of those tours are package holidays with many services and facilities included in the price.

Transport sector is composed both by the private and public sectors. There are many ways of travelling and this can be by road, water, rail or air. Some transport provision direct to tourism are for example sighting tours as well as car rentals.

Merchandise embrace a great variety of services that includes all from shops oriented to the tourists like souvenir shops, currency exchange to restaurants, banks, pharmacies and supermarkets.

When discussing the private sector Pearce (1989, p.31-32) concludes saying that “Successful tourist development depends in large part on maintaining an adequate mix, both within and between these sectors” and “the balance between sectors can be expressed in terms of quality and quantity”.

It is important that the effort to minimise the negative impacts of tourism is not only a public sector matter, here, the private sector has also an important role to play concerning environmental, economic and socio-cultural issues.

2.1.3 The role of organizations

There are many organizations and trade associations in the tourism market acting in different sectors of the industry. The organizations operate in different levels, international, national, regional and local. The international organizations cover most widely, they play an important role in the development of tourism and also “in influencing tourism policies and practices at a global level” (Youell, 1998, p.50).

The organizations have been active in promoting international tourism development in the developing world. They started promoting tourism in those countries during the 1960s, when tourism was considered the ideal way to achieve development. Some of the organizations that promoted tourism in this first phase were the World Bank, the Inter-American Development Bank, the United Nations Development Programme and the Organization of American States.

The active involvement of these organizations in promoting tourism development is not seen as positive by all. Pearce states that some theorists affirm that the organizations “encouraged a particular form of tourist development, one based on large-scale projects involving heavy investment in infrastructure and plant and a high degree of non-local participation” (Pearce, 1989, p.46-47). These kinds of investments and projects did not
promote the well known economic benefits to the destination countries. (Pearce, 1989) Today, the negative impacts of tourism have also been recognised by international organization. This statement can be reinforced by the fact that the World Bank, together with UNESCO (The United Nations Educational, Scientific and Cultural Organization), produced the first major reviews about socio-cultural impacts. Many organizations have acquired other functions afterwards as developing research, publication of policy reviews and statistical information.

In the tourism field, the main international organization is a United Nations agency, The World Tourism Organization. The origin of the organization goes back to 1947 with the forerunner International Union of Official Travel Organizations (IUOTO), in 1975 the IUOTO was replaced by the World Tourism Organization. The distinctive characteristic of the organization is the mixture of members both from the public and private sector. Today, 160 countries and territories are members of the World Tourism Organization and it has more than 350 affiliate members as private operators, regional and local governments. Youell (1998, p.51) points that this combination “encourages a hands-on approach to strategic issues affecting the international tourism industry”

The World Tourism Organization states that the organization “plays a central and decisive role in promoting the development of responsible, sustainable and universally accessible tourism, paying particular attention to the interests of developing countries”(World Tourism Organization)¹. The organization works to show its members how to maximise tourism benefits and minimize the negative effects.

For a tourist destination, as Ilhéus, it is relevant if not participate, to at least be aware of the guidelines suggested by international organizations as for example the Global Code of Ethics for Tourism produced by the World Tourism Organization order to achieve the benefits of tourism and avoid mistakes (below).

2.2 Impacts of tourism

The impacts caused by tourism can be direct or indirect, long-term or short-term and positive or negative. According to Wall and Mathieson (2006, p.21) tourism impacts are a result of “a complex process of interchange between tourists, host communities and destinations”. They also states that “impacts of tourism refer to the net changes brought about by the process, or sequence of events, of tourist development” (Wall & Mathieson 2006, p.21). According to

¹ http://www.unwto.org/aboutwto/index.php
Apostolopoulos, Leivadi and Yiannkis, (1996) tourism is the only contemporary industry that has such a far-reaching impact on so many aspects of society.

To analyze the results of tourism some questions must be answered: Are the benefits of the development of tourism attained by all? What are the costs of tourism for developing nations? What are the impacts of the tourism industry on the economies, local people and the environment?

Great part of the literature about tourism defends that tourism can contribute to development in many ways. Tourism is considered a good alternative to economic development, to achieve improvements in living standards and to reduce poverty, but tourism does also generate negative impacts. It is important to highlight that the achievement of the benefits of tourism will depend on knowing the characteristics of the country. That is because the identification of realistic goals, in collaboration with all stakeholders, must be in accordance with the characteristics of the place and its ability to achieve these goals (Wall & Mathieson, 2006; Goldner & Ritchie, 2003). The following section will present economic, socio-cultural and environmental positive and negative impacts of tourism.

2.2.1 Economic impacts

The greatest motivation to develop tourism is the economic benefits. Even being considered a quite new activity in the developing world, tourism has been showing a rapid and significant growth in a short period of time. Governments, development agencies, financial organizations, planning departments and local councils have supported the development of tourism considering it a great alternative to counteract economic difficulties and achieve diversification to their economies (Wall & Mathieson, 2006). According to Singh (2003), today, almost all nations, big or small, practise tourism. Most part of the literature on economic impacts is focused on the benefits brought to the tourist destinations. Some of the benefits that can be achieved with tourism are: foreign exchange earnings and the balance of payments; generation of income, increasing government tax revenues; generation of employment; improvement of economic structure and encouragement and diversification of entrepreneurial activities and stimulation of regional economies as well as mitigation of regional economic disparities (Wall & Mathieson, 2006).

Although, Santana (2001, p.88) in his article about tourism in South America concludes saying that “The benefits of tourism can be obtained only if most appropriate policies are followed (…)”. He defends that the benefits can be obtained with investments in
infrastructure and encouragement of privatization and private initiative, entrepreneurial activity and promotion of education and research in tourism.

In many countries, as for example, Tanzania, the Maldives, Fiji and the Bahamas, tourism is the largest earner of foreign exchange and represents an important contribution to the country’s GDP (gross domestic product). The contribution is also significant in the proportion of export earnings which helps to reduce the deficit of the balance of payments in many developing economies. The gains with the tourism industry in countries such as Thailand and Kenya have been used to develop other sectors of the economy as the manufacturing and industrial sectors (Wall & Mathieson, 2006).

The redistribution of income to different areas within a national economy is a positive impact caused specially by domestic tourism. So, the activity has the ability to create jobs and income in areas with limited alternative resources. The multiplier effect ensures that the money spent by tourists in the destination circulates in the economy, stimulates and generates benefits to the local economy (Cooper, 2005; Youell, 1998; Weaver & Lawton, 2006).

Tourism has also brought benefits to different sectors of the society and economy, as for example development in transportation networks, urbanisation and modernisation of facilities such as water quality, sanitation facilities and garbage disposal (Wall & Mathieson, 2006). At the same time, tourism has brought opportunity to women in many developing countries, giving them the chance to gain greater independence within their households and higher levels of income (Weaver, 1998).

However, when talking about tourism in developing countries it is important to consider the whole context to understand the impact of tourism in those economies. For the most part of the developing world, the common background is low levels of income, irregular distribution of income and wealth, high levels of unemployment and underemployment, low levels of industrial development, a heavy dependence on agriculture for export earnings, and high levels of foreign ownership of manufacturing and service industries (Wall & Mathieson, 2006).

Some researchers are concerned about the costs of tourism for developing countries. When analysing this issue, Jafari (1974, p.528) states that the development of the tourism industry is not an ideal economic investment for those countries, he also emphasises that “The arguments for developing the tourism industry and its potentials are oversold on many occasions and thus the tourism picture is too brightly and extremely unrealistic painted”.

Tourism is a very unstable export, it has a seasonal character and it is influenced by events of different nature, as for example, natural disasters and changes in consumer tastes.
(Wall & Mathieson, 2006). In the context of the developing countries which are sensible to instability, the overdependence in such an unstable industry can be dangerous and it represents a high risk option. Political instabilities, economic recession, fluctuations in exchange rates and inflation are some of the factors that can hinder or minimise the positive effects of tourism and instead cause damaging results for the destinations economy (Sinclair, 1998). Many developing countries have failed in attaining the economic benefits of tourism and have shown disappointing results by promoting the activity (Wall & Mathieson, 2006).

Some of the negative impacts faced by these countries when promoting the tourism industry can be the danger of overdependence on tourism, increased inflation and higher land values, the seasonality of the industry and the low rate of return on investments, the creation of other external costs, an increase propensity to import and the leakage of foreign exchange earnings.

The inflation rates can be influenced by the tourism activity when the retailers recognise that the tourists afford to pay higher prices, they decide to increase their prices to amplify their profit. The development of the tourism market also affects the demand for land and consequently, increases the price of land. Those effects are negative for the locals who have to pay more for the goods and the land (Cooper, 2005).

The effects of globalization are also evident in the tourism industry, which is deeply engaged in the world economy and follows its course. Liberalization of trade and reduction of restrictions and regulations controlling the tourism business, are well supported by those “pushing the corporate globalization agenda” affirming that worldwide economic growth will eradicate poverty and increase incomes generally (Reid, 2003, p.31). As in other areas of the world economy influenced by the globalization features, there is a tendency in many tourism sectors for the formation of global travel partnerships, which is the way international corporations use to guarantee and solidify their dominance in the market. The consequences of these partnerships and integrations can be low prices of accommodation pressed by competition which is not only within a country, but also at the international level.

The international competition is high and the developing countries, believing in the importance of the investment for its economy, feel forced to offer a number of advantages to attract those investments. Tax reduction or even complete tax holidays is one common advantage offered by developing countries that minimise the economic gains of the host country. Reid (2003, p.30) says that trans-national companies put “one country against another in order to get the best possible deal, regardless of the consequences to the host country”.

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Great part of tourists originated from developed countries use travel agencies, tour operators, airlines and hotels chains also hosted in the developed areas, which means a significant loss of the potential income to the destination country. This problem was exposed in a United Nations Conference on Trade and Development in 1998:

Leakages of foreign exchange earnings are a major obstacle to the positive contribution of tourism to development. Leakage is the process whereby part of the foreign exchange earnings generated by tourism, rather than being retained by the tourist-receiving countries, is either retained by the tourist generating countries or remitted back to them. It takes form of profit, income and royalty remittances; payments for the import of equipment, materials and capital and consumer goods to cater for the needs of international tourists; the payment of foreign loans; various mechanisms for tax evasion and overseas promotional expenditures (Wall & Mathieson 2006, p.79).

So, the amount of money that stays in the destination’s economy will depend on the extend of leakage that take place. Many developing economies do not have the capacity to supply the needs of tourists and need to import goods and services to supply the demand, resulting by this way in leakages of expenditure from the destinations economy (Cooper, 2005). And as observed before, high leakage results in very little return to the host economy and does not alleviate the deficits of the balance of payments. Still, there are some theorists like Wheatcroft (1998, p.168) who believes that the benefits overcome the costs when he says that “even with the leakages of foreign exchange (…) the economic gains from the development of tourism can be extremely important for most of countries”.

Another relevant issue is about the generation of employment. Even recognising the contribution of tourism for the creation of jobs, a critique has been made by some authors claiming that unskilled and low waged jobs dominates the industry. There are also managerial jobs which require high skilled labour, but usually the destination country has not enough high skilled staff to supply the demand. So, most part of the managerial jobs is taken by expatriates and that results on the outflow of currency through remittance payments. The problem of quality and inadequate education and training in the tourism sector is a well-known and old problem but, the “industry often chooses to ignore this need and to enjoy the benefits of cheap and plentiful labour market, and the public sector is often more concerned with the short-term goal of achieving employment opportunities rather than the development of a well-educated and qualified labour force” (Fletcher 2005, p.309). The consequence is that tourism development does not necessarily create a more educated labour force and a good
skilled labour force is one of the most important elements to the economic development process (Cooper, 2005). Another problem relating to employment is the already mentioned seasonality character of the industry, which means insecurity for the workers. For those reasons Weaver (1998, p. 55) concludes that “(…) tourism has the potential to perpetuate rather than alleviate the employment structure associated with a lack of economic development”

### 2.2.2 Socio-cultural impacts

Social-cultural impacts are the results caused by the contact between people of the host community and the tourists. Wall and Mathieson (2006, p.220) also adds that “The social and cultural impacts of tourism are the ways in which tourism is contributing to changes in value systems, individual behaviour, family structure and relationships, collective lifestyles, safety levels, moral conduct, creative expressions, traditional ceremonies and community organizations.”

There are both positive and negative socio-cultural effects of tourism in the society. Some of the positive effects are for example the way tourism encourage local pride and induce the locals to revalue their culture and heritage, it helps to create a national identity.

Another great positive effect is the way tourism, by bringing people to different places and culture, incentives knowledge and understanding. This cultural exchange between locals and visitors can lead to respect and sympathy, which can also help to promote peace between communities (Cooper, 2005; Youell, 1998).

The investments in infrastructure, as it has been mentioned before in the economic impacts, can also be placed here recognising the importance and benefits of such improvements on the quality of life of the locals. Tourism can also bring to local people social and cultural event opportunities (Youell, 1998).

Another positive aspect is the way tourism can help to the promotion of conservation measures of history and heritage in destination countries by providing funds to restore heritage sites or conserve natural and cultural sites.

Other impacts are considered negative to the host country. Of course, the magnitude of the effects caused by tourism activity will depend on many factors, including for example the intensity of tourism in the destination, kind of tourism practiced in the destination, the wealth gap between tourists and locals and cultural and racial differences between tourists and locals.
The overcrowding problem is considered a socio-cultural negative effect of tourism because, it can affect the normal daily life of locals and, as Doxey (1976) noted create resentment between locals and tourists.

The development of tourism industry, can also incentive migration of labour from rural to urban areas and also from another industries. This change can create inequality of wealth between the locals and that can lead to social tensions. It can also affect other industries since the labour is moving to work in another industry, which means that in some cases, the place need to start importing goods that were produced locally before to supply the demand.

Another negative impact is sexual exploitation, which is not something new, but has been growing as fast as tourism in many destinations. Prostitution is classified by Weaver (1998, p.58) as “an extreme form of commoditization”. Tourism activity has not initiated prostitution, but it has expanded it. Communication advances such as the internet has just increased the problem by creating an international network that can market these services on an global scale (Cooper, 2005).

Tourism can cause a great impact on culture and arts, which are also used as commodities. The commoditization of a destinations culture is “commonly perceived as a major negative socio-cultural impact associated with tourism” (Weaver & Lawton, 2006, p.276). And according to Greenwood (in Weaver & Lawton, 2006, p. 277) “commoditisation of culture in effect robs people of the very meanings by which they organise their lives” On the other hand, tourism demands can, in some cases, help to preserve decaying and dying skills and performances. The commoditization matter also happens when the tourist is objectified and treated or exploited in terms of the self-interested of the local person.

2.2.3 Environmental impacts

The environment, whether being natural or human-made, is the fundamental resource for tourism and that is the reason why the tourism industry and activity leads to modifications of the environment. Here again it is possible to see both positive and negative impacts. Sinclair and Stabler (1997, p.159) states that “the environmental effects, if widely defined so as to include cultural and social elements, are probably the biggest problem of tourism”.

Some of the positive effects of tourism to environment include the preservation and restoration of ancient monuments, sites and historic buildings, the creation of national parks and wildlife parks, protection of reefs and beaches and the maintenance of forests. In terms of
preservation and conservation it is fundamental for the hosts to recognise and understand the importance of those actions.

The tourism activity has many negative impacts, both direct and indirect, on environment. Some of them are: the quality of water and water supply, air pollution and noise levels, problems resulting by the use of powered boats for example, impacts on the wildlife hunting and fishing activities, vegetation destruction caused by walkers, physical erosion, improper disposal of litter which can detract from the aesthetic quality of the environment and harm wildlife. Tourism is also responsible for a great part of international air transport which is claimed to be a significant factor in global warming (Cooper, 2005; Youell, 1998).

According to Sinclair (1998, p.82), environment “is the most obvious area in which developing countries do not achieve optimal return”. Tourism environmental problems are not only related to developing countries, but Weaver (1998) states that the negative impact is more severe in the latter one for many different reasons. One of them is related to economic and political problems. “Chronic under funding, inadequate levels of local expertise and corruption (…) often result in the haphazard or lax enforcement of paper-effective environmental laws and regulations”(Weaver, 1998, p.62).

Some other problems such as air pollution, noise pollution increased traffic are problems that disturb and affect the quality of life of the locals. The over-utilization of some resources in developing countries results in deterioration of quality of environment which implies a worsening of the tourism product and consequently switches the tourism demand to other regions (Weaver & Lawton, 2006). Another point of view is about the fees adopted in nature reserves or other tourism products, “the under-priced environmental resources have often been to stimulate a level of demand which has damaged the quality of the resources” (Sinclair, 1992, p.76).

Even recognising all the negative effects that tourism activity can cause, tourism will not stop its expansion, so Fletcher (2005, p.197) concludes saying that “It is not possible to develop tourism without incurring environmental impacts, but it is possible, with correct planning, to manage tourism development in order to minimise the negative impacts while encouraging the positive impacts”. Tourism development based on sustainable principles may be an alternative way to minimize the negative impacts.
2.3 Summary

The recognition of tourism’s significance and impacts has brought along many new issues to the field, as for example the importance of planning to develop tourism. The post war tourism boom resulted in the expansion of tourism as an unplanned activity (Jenkins & Henry, 1982). Investments were made by governments and entrepreneurs without considering the viability of tourism or its spillover effects (Murphy in Jenkins & Henry, 1982). For that reason “(…) a sound state policy of tourism should be essentially formulated before any significant tourism investment projects are launched” (Wahab & Cooper, 2001, p.5). Weaver and Lawton (2006) also highlights the importance of planning and managing and the impacts caused by tourism. They defend that the impact depends on how tourism is managed by the main stakeholders, host governments, communities and business. When allowed to develop without management the negative effects are greatly increased.

Hence, after having considered many of the impacts that can be generated by tourism, it is fundamental to say that the dimensions of the impacts will depend on many aspects such as the nature of tourism development, the kind of tourism and visitors and also “the fragility of the tourism products (resources) on which the development is based, the level of maturity of the industry and its ability to handle damage and change and outlook and ability of the government to control the sector” (Basu, 2004, p.143).

Finally, it is important to remember that tourism is only one among many agents causing impacts upon the societies (Wall, 1997). However, the study and understanding of tourism generated impacts are of fundamental importance for policy makers and also the different stakeholders of the tourism industry. By better understanding the dynamics of tourism and its impacts, the policy makers in Ilhéus can be able to develop responsible tourism strategies and a more adequate planning for the place together with the private sector and the community.

The following section will explore alternative ways to develop tourism. It will provide features to the discussion that will take place in Chapter 5 about factors affecting the impacts of tourism in Ilhéus and strategies to minimize the negative impacts and achieve the positive.
2.4 Alternative ways to develop tourism and achieve development with tourism

As it has been discussed in former sections, the rapid expansion of tourism around the world has generated many effects in numerous spheres. It is not possible to ignore the negative consequences of tourism. Now, academics, governments, entrepreneurs, different organizations and communities have the challenge to find alternative ways to minimize those negative consequences. Some of the subjects that have gained great attention and that propose alternative ways to develop tourism, with focus on minimising the negative impacts are alternative tourism and sustainable tourism.

2.4.1 Alternative Tourism

Alternative tourism is an idea that emerged with the cautionary platform opposing the mass tourism characteristics. The supporters of alternative tourism believe that there is a better way to develop tourism. However, there is no general consensus about what constitutes the term (Pearce, 1989). The widely accepted idea of alternative tourism is “a process which promotes a just form of travel between members of different communities. It seeks to achieve mutual understanding, solidarity and equality amongst participants” (Holden, 1984, p.15). Alternative tourism is a broad concept and involves many different types of tourism. The principles or strategies are basically the opposite of mass tourism. The last one is characterised as a growth-centred activity rather than a people-centred, it is also categorized as a kind of tourism that benefits elites and the cause of most, if not all, the negative impacts described in the previous section. On the other hand, alternative tourism is based on small scale tourism, dispersed, low levels of leakage, tourism is controlled by local small business, it has focus in community participation in local planning and wellbeing and it is based on sustainable development principles, those principles will be better discussed in the following section.

Alternative tourism gives special attention also to the relation between locals and tourists, which is defended to be a meaningful interaction. It “ought to be ecologically sound and should avoid the types of environmental damage and conflicts over resource use that have often marred mass tourism developments (…) it should try to encourage sensitivity and respect for cultural traditions by creating opportunities for education and cultural exchange through interpersonal dialogue and organized encounters” (Brohman, 1996, p. 21).
During the first stage of development of a tourist destination, the characteristics can be similar to the ones of alternative tourism. Though, the characteristics are only superficial, this occurrence is called as circumstantial alternative tourism (Weaver & Lawton, 2006). The difference is that “(...) a regulatory environment is present that deliberately maintains the destination in that involvement-type state” (Weaver, in Weaver & Lawton, 2006, p.356). The kind of alternative tourism that is considered here is a deliberate alternative tourism.

Despite all the good things with alternative tourism, there are some critiques about it. First of all, it can not be said that negative impacts will not happen. Small enterprises may lack resources and expertise to implement sustainable tourism and the relation between locals and tourists can become intrusive. There is also the idea that alternative tourism may be “a way of keeping a destination in an underdeveloped condition” and the problem of abuse of the term to legitimate products that do not respect the alternative tourism criteria (Weaver & Lawton, 2006). Archer and Cooper (in Cooper, 2005, p.22) also make a critique to the alternative tourism defenders stating that alternative tourism will not replace mass tourism. It can exist as another form of tourism, but “it can never be an alternative to mass tourism, nor can it solve all the problems of tourism”.

### 2.4.2 Sustainable Tourism Development

When discussing sustainable tourism development, it is pertinent to begin with the moment where environmental issues became a global concern. In the beginning of the 1970s, the United Nations organized its first conference to discuss environmental issues. In 1987, another conference of the World Commission on Environment and Development (WCED) of the United Nations was realized and for the first time the concept of sustainable development was mentioned. The conference produced the Bruntland Report, *Our Common Future*, and defined sustainable development as “development that meets the needs of the present without compromising the ability of future generations to meet their own needs” (McKercher, 2003, p.3).

By the time the conference took place, the tourism industry had already gained significant dimensions, however tourism was not mentioned before the next arrangement realized in 1992 in Rio. The document produced in this conference, the Rio Declaration, was signed by 182 governments that “agreed to a set of guidelines on how to bring sustainability to the foreground of national development issues” (Mack, 2006, p.2). The Rio Conference created also the Agenda 21 and The World Tourism Organization in conjunction with the
Earth Council and the World Travel and Tourism Council produced an Agenda 21 especially for the travel and tourism industry. Its aim “was to offer a framework for governing departments with responsibility for travel and tourism to help to achieve sustainable development through tourism at local and national levels” (Mack, 2006, p.2). In 2001 the World Tourism Organization added one more ingredient in the sustainability debate when it published a Global Code of Ethics for Tourism. The code “(…) addresses the fundamental principles of ethics in tourism (…)” and it also adds the concept of responsibility (Mack, 2006, p.2). In the following year “this broad concept of responsibility was finally recognized in the form of an international agreement” (Mack, 2006, p.3.) in the Conference on Responsible Tourism in Destinations realized in Cape Town in 2002. The principles of responsible tourism give a new direction to sustainable issues when it calls for a human responsibility to the impacts of tourism as it can be seen in a pronunciation of the director of the Responsible Tourism Partnership, Harold Goodwin:

Sustainable tourism principles haven’t been applied rapidly enough. I think that responsible tourism should have its roots in individuals. Everybody needs to take responsibility for making their travel more responsible…one of the objectives in using the concept of responsible tourism was to make the point that any kind of tourism could be more sustainable and could certainly be more responsibly by engaged travelers…the concept that lies behind responsible tourism is that all the stakeholders involved – holiday makers, tour operators, hotels, local governments, need to take responsibility for achieving what they can towards economically, environmentally and socially sustainable tourism(in Mack, 2006, p.3-4).

These and latter conferences have elaborated many recommendations, principles and codes but, they are only recommendations that serve as guidelines and as Reid (2003, p.40) says “(…) they are so vague that their realization may be very difficult to achieve, if not impossible”. In spite of this, Hawkins and Holtz (2001, p.269) when talking about global policies created by international organizations state that they have an important role because they “tend to act as positive drivers toward environmental sustainability”, although they conclude that “particularly in the developing world, it is the national and regional policies within individual countries that are the key to sustainable tourism development strategies”.

The concept of sustainable development is quite complex and besides environmental issues sustainable development also embraces social and economic issues. There are many critiques stating that the term is controversial and encloses contradictory elements. This idea is explained by Cooper (Wahab & Cooper, 2001) when he says that the term development is

2 http://www.icrtourism.org/capetown.html
confused with the concept of growth. He states that “In reality, development has to be sustainable to be classified as development at all, otherwise is just short-term growth”.

Wall and Mathieson (2006, p.290) when discussing this point consider that the ideas are contrasting and that they can not be reconciled since sustainable “requires a long-term perspective and something that is sustained should be enduring and, ideally exists in perpetuity. In contrast, development implies change; a progression from an existing situation to a new, ideally superior, state”.

In the context of tourism The Organization of East Caribbean States formulated the following definition to sustainable development (Caribbean Sustainable Tourism Policy Framework, p. 3): “The optimal use of natural and cultural resources for national development on an equitable and self-sustaining basis to provide unique visitor experience and an improved quality of life through partnership among government, the private sector and communities”. It is tourism that does not exceed the environmental, economic, social and cultural caring capacity levels of a destination (Weaver & Lawton, 2006).

Not only difficult to define, sustainability can also be difficult to achieve. An important focus of the debate on sustainable tourism development centres on “whether sustainable tourism development constitutes an achievable goal in its totality – whether it is possible to maximise all the objectives at the same time” (Basu, 2004, 142). Some researchers, as Butcher (in Basu, 2004 p.143) for example state that “it is untenable to have an overall sustainable tourism development”. Robson and Robson (2000, p.157) go further and describe it as “a utopia term which is widely used to describe the nature of future tourism development”. And Mack (2006, p.4) conclude saying that “For tourism to be perfectly sustainable, people would need to stop travelling, as the transport used for tourism is predominantly destructive to the environment” and she concludes saying that “sustainability in travel is, therefore, by definition, an impossible dream”. So, a more realistic goal should be to minimise the negative changes as McKercher (2003, p.4) state “(...) sustainable tourism is really an issue of how best to encourage tourism while minimizing its costs”.

Even recognising the difficulties of the sustainable development issue, the concept is gradually “infiltrating the policy framework of many government organizations and agencies” (Owen, Witt & Gammon, 2000, p.301). There are certain conditions that need to be met for the implementation of sustainable policies to be effective. These conditions are identified by Owen, Witt and Gammon (2000, p.302) as:

compromise – which means to find a balance between growth and conservation;
commitment – politicians need to “face challenge of selling to the electorate the less tangible and less immediate benefits of lower but sustainable rates of growth”; control - planning, formulation and implementation of policies to regulate the pattern and scale of development; and cooperation. - between nations to achieve a more equitable use of resources.

According to McKercher (2003), sustainable tourism has four pillars, they are: economic, ecological, cultural and community sustainability. Guidelines to achieve each pillars have been developed, some of them are shown below:

- Formulate national, regional and local tourism policies and development strategies that are consistent with overall objectives of sustainable development
- Diversify the products by developing a wide range of tourists activities
- Form partnerships through the entire supply chain
- Use internationally approved and reviewed guidelines for training and certification
- Ensure tourism in protected areas, such as national parks, is incorporated into and subject to sound management plans
- Monitor and conduct research on the actual impacts of tourism
- Education and training programs to improve and manage heritage and natural resources should be established
- The community should maintain control over tourism development
- Tourism should improve human resources capacity and provide quality employment to community residents
- Encourage business to minimize negative effects on local communities and contribute positively to them

One of the most disseminated principles to the achievement of sustainable tourism development, also mentioned by McKercher (2003), is the engagement of all stakeholders within the tourism industry and the local people, who together, will make a responsible and wise use of resources. The partnership between the stakeholders “must reconcile conflicting interests and objectives (…) to provide desirable benefits to the local communities. It must focus on the general interest by transcending individual interest and aim for durability beyond short-term” (Basu, 2004, 142).
Another important issue, also mentioned by McKercher (2003), is the need of behaviour change not only from the side of the stakeholders (side), but the tourism industry as a whole and, of course, the tourists (Cooper, 2005).

Here, once again the importance of management is also highlighted and Weaver (1998, p.5) comes to the conclusion that “(…) it seems clear that most, if not all, modes of tourism can be potentially sustainable in the sustainable development sense if managed in an appropriate way within suitable settings”. Cooper (2002, p.1) reinforces the idea stating that “(…) by careful management, sustainable tourism can be achieved for destinations at each stage of the cycle” and Butler (in Cooper, 2002, p.1) summarises explaining that “(…) long-term perspective provides control and responsibility to prevent the destination exceeding capacity and the inevitable decline in visitation which follows”. However, the achievement of sustainable tourism is not simple and Jafari (1974) explains that unfortunately, in the context of developing countries where short-term needs are a constant element, the long-term planning in the tourism rests uneasily. This problem together with the general lack of interest in global and long-term environmental issues is considered by the United Nations Environmental Programme as “major impediments to environmental progress internationally” (Hawkins & Holtz, 2001, p.268).

It has been said before that perfect sustainable tourism development is “untenable” (Butcher in Basu, 2003, p.143) for both developed and developing countries. This statement does not reduce the importance of the issue. Even knowing that the implementation of sustainable development principles is a great challenge, especially, for developing countries, governments, policy makers, the industry stakeholders, academics and the communities of tourist destinations must struggle to achieve a more sustainable development. The commitment of the tourism activity with sustainable principles will be able to minimize the impacts and as the Quebec Declaration on Ecotourism (2002, p.2) states, different forms of tourism, “if managed in a sustainable manner can represent a valuable economic opportunity for local and indigenous populations and their cultures and for the conservation and sustainable use of nature for future generations and can be a leading source of revenues for protected areas”.

2.5 How to maximize the benefits of tourism?

The principles of alternative tourism, sustainable tourism and responsible tourism as well as the adoption of different approaches are important features to maximise the positive effects of
tourism. This section will examine approaches to achieve the benefits of tourism and will serve as base to the discussion about the challenges of tourism in Ilhéus in Chapter 5.

2.5.1 Community-based approach

When discussing about good tourism strategies it is fundamental to have in mind the idea that tourist destinations “are essentially communities” (Blank, in Brohman, 1996, p.17). Hence, it is no surprise that great part of the literature on alternative/responsible/sustainable tourism development strategies focus on the idea of community involvement and participation. A community based approach to tourism development should respect the needs and interests of the local communities. The goals of the industry and the economic growth can not leave behind the priorities of the community (Brohman, 1996) so, in fact, “the interests of residents should be a central component of tourism plans” (Wall & Mathieson, 2006, p.193).

The community participation approach calls for institutional reforms to make possible to the different groups to represent themselves and make part of the decision-making process. It is defended that the community-based tourism has a positive impact in the relation between tourists and residents, creating a harmonious relationship between them (Jenkins & Henry, 1982). It also reinforces, and in some cases rescues, the local culture, heritage and traditions (Hatton, 1999).

The importance of the community participation is explained by Clark (in Brohman, 1996, p.17) with the results of a research of the Pacific Area Travel Association in many countries which concludes that “for long term stability of the (tourism) industry, residential input and positive residential attitudes are essential (and that) local attractions (should) only be promoted when endorsed by residents”. The same topic is exposed in a bigger perspective by Jenkins (1982, p.526) who says that “in a democratic society, community support may be the only factor to determine conditions of success for any type of plans and actions (…)”. Community participation is, in reality, not a new practice, but Jenkins (1982, p.526) states that “it is a recent innovation in tourism planning, particularly in the third World, and where democratic participations is less visible in decision-making”. He concludes saying that “community participation may be a desirable goal to contribute to achieving a long-term sustainable tourism sector, but it is not a panacea for poor planning”. Finally, Hatton (1999) points that:

The most important aspect of any community-based tourism development plan is ensuring ongoing community involvement. At each stage, awareness and education should be an important element. This will not only keep people interested and
supportive, but it will also prepare them to take advantage of opportunities. That is the essence of community-based tourism (Hatton, 1999, p.1).

2.5.2 Governments’ involvement

To achieve the benefits of tourism, the governments’ involvement is crucial. The government has to play a coordination role, planning and formulating policies as well as establishing the objectives and the strategies to reach them, because “without state intervention, tourism development will likely lack the cohesion and direction necessary to sustain itself over the long term” (Brohman, 1996, p.18). The importance of the government’s involvement is also highlighted by the UNESCO which states that “It is essential that the developing countries take all the necessary precautions to avoid killing the goose that lays the golden egg” (Jenkins & Henry, 1982, p.142).

2.5.3 Integration and partnerships

Another key strategy to tourism development is the integration approach, which supports a closer and integrated relation between the public and private sector and the community. The articulations between the sectors of the industry increase the gains because “it allows the revenues to circulate through the domestic economy, producing larger multiplier effects in terms of both employment and income for the local population” (Brohman, 1996, 13). One of the reasons that hinder the industry’s integration is the fact that the industry is composed mainly of small and medium-sized business and “small firms are usually more concerned with day-to-day operations than with strategic partnerships and industrial strategies” (Smith, 1998, p.33). Still, integration with the industry is essential to achieve the benefits of tourism. Goodwin (1998) also defends this approach and he expresses the importance of developing partnerships within the industry saying that:

Benefits will only be achieved through partnerships at the destination level. Hotels and tour operators need to work with local communities and local government to develop forms of tourism which bring sustainable local development and provide a richer experience for domestic and international tourists. Such partnerships will benefit both the host communities and the tourism industry, ensuring that more tourism pounds stay in the local community where they can make significant contributions to the elimination of poverty (Goodwin 1998, p.5).
The Kerala Declaration on Responsible Tourism (2008, p.9) also highlights the importance of partnerships within the industry and defends that the partnership needs to be “based on transparency, mutual respect and shared risk taking, ensure clarity about roles and expectations”.

2.5.4 Balance between sectors

The achievement of the benefits of tourism calls also for a balance between the sectors of the industry. This idea is expressed by Pearce (1989, p.31-32) when he states that “successful tourist development depends in large part on maintaining an adequate mix, both within and between these sectors” and “the balance between sectors can be expressed in terms of quality and quantity”.

Brohman (1996) points that, the balance between internal and external resources can avoid foreign domination and external dependency. The issue is also considered by Jenkins and Henry (1982, p. 513), who says that “In attracting foreign investment and offering required guarantees relating to the repatriation of profits and capital, government must consider the long-term effects of foreign ownership of the land”.

2.5.5 Flexibility and continuity

Knowing that the tourism industry is dynamic and is in constant changing, the strategies and the planning have to be flexible to adapt. Both continuity and flexibility are basic elements of the contemporary planning approach to tourism development. By continuity the author means as “planning processes which are developed based on continuous research and feedback” and flexibility refers to the capacity to adapt and “be able to respond rapidly changing environments” (Jenkins & Henry, 1998, p.527).

2.5.6 Policy formulation and tourism planning

Tourism policy is defined as “a set of regulations, rules, guidelines directives, and development promotion objectives and strategies that provide a framework within which the collective and individual decisions directly affecting long-term tourism development and daily activities within a destination are taken”(Goeldner & Ritchie, 2003, p. 413). Policy formulation is preoccupied in “a systematic determination of what should be done in long-
term tourism development”, on the other hand tourism planning “tends to emphasize the ‘how’ for the achievement of specific destination goals” (Goeldner & Ritchie, 2003, p.439).

It is of fundamental importance for the formulation of tourism policies the recognition that tourist destinations are different, consequently strategies need to be developed according to the characteristics, context and conditions of a destination. By analyzing the costs and benefits of different segments of the tourism market, policy makers, together with the industry stakeholders and members of the community have to find out what kind of tourism they want to achieve and what kind of tourists they want to attract (Sinclair & Stabler, 1997).

It is important for policy makers to have in mind that “tourism strategies ought to be assessed not just in terms of increasing tourism numbers or revenues, but according to how well tourism has been integrated into the broader development goals of local communities, regions and countries” (Brohman, 1996, p.23). Wall and Mathieson (2006, p.193) explain that “It is often assumed that greater number of visitors will generate greater benefits to the locals”, however they state that “there are many examples where this has proven not to be the case”.

Intending to achieve the positive effects of tourism, policy makers should also effort to minimize the instability and seasonal character of tourism. To this problem, some theorists have suggested “the possibility of using portfolio analysis to determine the optimal mix of tourism and other exports which involves a lower risk-return or of different nationalities or types of tourists” (Sinclair, 1998, p.78).

Another crucial issue that must be considered when formulating tourism policies is the values of the destination’s residents which “in effect, (…) provide the foundation on which the policy and its various components rest” (Goeldner & Ritchie, 2003, p.425). They explain that “tourism policies that do not reflect the values of the destination stakeholders, or hosts, will inevitable fail to gain ongoing popular or political support”.

When defining its strategic plans for tourism development, policy makers have the responsibility to consider long-term effects that the different strategies can cause on the environment and society. Goeldner and Ritchie (2003) defend that managers should seek to find out what they do not want to happen with the development of tourism, so they suggest the establishment of constrains. This is a common approach and it seeks to “specify, where possible, the maximum level of each undesirable outcomes that can be tolerated as a result of tourism activity” (Goeldner & Ritchie, 2003, 428). In the environment context for example, it is important that “management steps are taken before degradation of the resource proceeds to the point where the initial environment that attract visitors is no longer a reality or the quality
of life of residents has been compromised” (Wall & Mathieson, 2006, p.294). Therefore, the establishment of regulations and the employment of management techniques such as manipulate the environment and modify visitor’s behavior are essential to minimize the negative effects tourism.

2.5.7 Education

The achievement of “good” tourism requires skilled and trained people. “There is an unquestionable need for education and training in the tourism and hospitality industries and the reliance upon untrained labor with on-the-job training is responsible for many poor-quality tourism products” (Fletcher, 2005, p.309). The government has an important role to play by training and encouraging the process of indigenization of management. Although, the government is not the only responsible for education and vocational training, the private sector has also an important role to play by working to develop local skills (Jenkins & Henry, 1982).

The education issue needs to be explored not only in training, but also in research and investments to the creation of local expertise. There is a lack of participation of developing countries in the production of tourism research and literature in general, great part of the literature comes from developed countries. Tourism planning practices, for example, have been developed in the context of developed countries and in many cases do not fit in the destinations context. Thus, the achievement of “good” tourism calls for the formation of local expertise capable to develop and adapt planning strategies to the development of tourism. The importance of the formation of local expertise is expressed by Ross (in Reid, 2003, p.91) when he defends that the “development of a specific project (such as an industry or school) is less important than the development of the capacity of people to establish that project”. Local expertise will make a significant difference because of their understanding of the local conditions, needs and aspiration (Tosun & Jenkins, 1998).

In a broader perspective, the education subject is of fundamental importance and embraces all players of the tourism industry and activity. The education issue extends much more than only training and developing skilled people, it encloses the need of understanding tourism and its impacts by all stakeholders, tourists and communities. The information and education of these different players can produce significant change in their attitudes contributing to minimize the negative impacts of tourism. About this issue Robson and Robson (2000, p.157) explain that “The general lack of understanding and education
concerning the environment are a huge barrier to engendering a new ethos for sensitive tourism”.

2.6 Difficulties to implement these practices in developing countries

The approaches explained above are known as good to achieve effective tourism development and minimizes the negative impacts of tourism. However, for developing countries it may not be easy to implement some of these approaches.

Once again it becomes evident that adopting practices developed in developed countries for developed countries is not a easy way to achieve tourism development in developing countries and as De Kadt (in Tosun & Jenkins 1998, p.167) says “Adapting the techniques and approaches developed by others do not meet developing countries needs”.

The community- based approach, one of the most powerful approaches to attain effective tourism development, can be one of the most difficult to achieve in the developing world. The difficulties are related to operational, structural and cultural limitations. For the public sector, community participation “may be viewed as unnecessary, unwieldy, time consuming and an idealistic dream” (Haywood, 2000, p.169).

The idea that tourism development calls for the full support of the people “may mean the desire and willingness of the elite class in the region to support tourism (…)”(Tosun & Jenkins, 1998, p.166). There is a “well-known tendency of local elites to ‘appropriate’ the organs of the community participation to their own benefit” so, “unless specific measures are taken to encourage meaningful participation in community decision making by members of the popular sector, including traditionally disadvantaged groups, increased local participation may simply transfer control over development from one elite to another” (Brohman, 1996 p.17).

The community approach seeks for the involvement and encouragement of local people in the decision-making process. This kind of participation has become a common accepted principle in developed countries but, the achievement of this practice will depend on the level of education and consciousness of the population and also of well- established public institutions, which can be difficult to find in many developing countries (Tosun & Jenkins, 1998)

An additional problem is related to the fact that community participation requires decentralization of the political, administrative and financial powers from the central to the local government, but the public systems of many developing countries are characterized to
be very centralized and bureaucratic. These two characteristics results in the lack of coordination and cooperation as Tosun (2000, p.553) affirms it, “this traditional bureaucracy is an obstacle to establishing co-ordination and co-operation between and among the various bodies”. He also states that “there is bureaucratic jealousy among official authorities”.

Another argument is showed by Tosun (2000, p.553) citing Desai who says that “there is a lack of political will to implement participation because of the implications for the distribution of power and resources”.

Tosun (2000) highlights the lack of information and communication. There is a lack of tourism data in most developing countries and a lack of awareness by the residents about tourism development. There is also a lack of communication between decision-makers and the residents. Tosun (2000, p.554) says that to achieve development with community participation “the implications of the above arguments may be that greater awareness and interest among members of local communities could be achieved if meaningful and comprehensible information contained in reports and plans is disseminated”

The lack of local expertise means dependence on foreign expertise. It also affects the tourism developing process because it requires continuity and as Tosun and Jenkins (1998, p. 167) explain “in most developing countries there is not available the technical manpower to sustain a continuous approach to planning”. About the lack of expertise, Tosun (2000, p. 555) also states that it has resulted in “myopic tourism development approaches”. The lack of expertise in many developing countries has disseminated a limited idea of tourism development because “it has been seen as tourism growth and tourism development plan refer to improving infrastructures, increasing bed capacity as other components of tourist infrastructure” so he concludes explaining that this idea “is not effective planning and do not reflect concerns of contemporary approaches to tourism development” (Tosun, 2000, 555). By contemporary approaches Tosun (2000) is referring to responsible approaches, committed with principles of sustainability and community participation and also planning that considers the impacts of tourism.

Many developing countries have recognized the problem of lack of expertise and have sent students abroad, but here again other problems have emerged. The first problem that hinders the countries to benefit of the knowledge of those students is related to a “widespread favoritism, nepotism and personality clashes” (Tosun, 2000, p.555). The other problem is that the lack of job opportunities in their home countries make the students seek for jobs in developed countries or in the private sector (Tosun, 2000).
2.7 Summary

The lack of development of new approaches by developing countries, the power of local elites, lack of community participation tradition, highly bureaucratic and centralized systems, lack of indigenous expertise, lack of information and communication and problems such as favoritism and nepotism are some of the conditions that limit the implementation and effectiveness of not only the community participation approach, but the whole tourism development process. However, it is important to point that the difficulties vary from place to place. The conclusion is that each country, region and city has to make its own choices according to their contexts, characteristics, needs and their wants. There is no finished specific formula to be applied “(…) the appropriateness of particular strategies should be defined according to the changing conditions and interests of individual countries” (Brohman, 1996, p.22) and “in practice, a tourism planner will incorporate elements of each or some of the approaches depending very much on the circumstances of the planning exercise” (Tosun & Jenkins, 1982, p.163). In addition the planners must have in mind the idea that tourism should be used as feature to achieve other goals and, benefit from it instead of seen it as an end in itself (Wall & Mathieson, 2006).
3 RESEARCH METHODOLOGY

When talking about research methods it is relevant to make a distinction between quantitative and qualitative research. These two methods represent different research strategies. The quantitative method employs structured techniques of data collection and measurement while the qualitative method apply less structured techniques and direct contact with the people and place being investigated (Bryman, 2004; Patton, 1990). Despite the differences between the two methods, it does not mean that only one can be applied in a research. Both can be used or necessary, depending on the question that is being asked (Scheyvens & Storey, 2003). The use of more than one method in a research is known as triangulation of methods.

In face of my objective and research questions I decided to employ the qualitative method in my study. I found this method adequate because the theme has not been so much explored yet. The data, generally, is quite restricted and it is not easy to find statistic researches about tourism in the region.

Yin (1994) states that there are three conditions to decide the use of strategy in a research: 1. the type of question posed; 2. the extend of control an investigator has over actual behavioural events and 3. the degree of focus on contemporary as opposed to historical events. According to his qualification, my research question is a “what and how” question which is classified as exploratory and leads to the use of case studies. I consider the case study strategy adequate to my research because it explores contemporary events and it uses the same techniques as history strategies, analyses of primary and secondary documents, but it also includes direct observation and interviews. So the method I choose to this research is explorative case study of qualitative nature.

The qualitative method is characterized to be a flexible method very utilized in the research of themes that have not been much explored. Kirk and Miller (1986, p.9) describe qualitative research as “a particular tradition in social science that fundamentally depends on watching people in their own territory and interacting with them in their own language in their own terms”. The most common way to collect data in a qualitative research is with fieldwork and the data collection can be made with: in-depth, open-ended interviews, direct observation and examination of written documents and pictures (Thagaard, 2003; Patton, 1990). Differently from the quantitative method “(…) qualitative methods typically produce a wealth of detailed
information about a much smaller number of people and cases. This increases understanding of the cases and situations studied but reduces generalizability” (Patton, 1980, p.14).

Some of the most common critiques about to the qualitative methods assert that the method is too subjective and studies are difficult to replicate. It is difficult to know how the findings can be generalized to other settings and the lack of transparency, referring to what has, in fact, be done and how the researcher arrived at the study’s conclusions. On the other side, responding the critique about little basis for scientific generalization, Yin (1994, p.10) explains that “case studies, like experiments, are generalizable to theoretical propositions” which means that “the investigator’s goal is to expand and generalize theories (analytic generalization) and not to enumerate frequencies (statistical generalization)”. And despite all the critiques, Scheyvens and Storey (2003) highlight that, the results of qualitative studies are as strong, relevant and interesting as numerical data of quantitative studies. The difficulty to systematize and standardize qualitative data is explained by the character of qualitative data findings which “(...) are longer, more detailed, and variable in content” than quantitative data (Patton 1980, p.24). Hence, qualitative data has much strength and

(...) good qualitative data are more likely to lead to serendipitous findings and to new integrations; they help researchers to get beyond initial conceptions and to generate or revise conceptual frameworks. (...). Words, especially organized into incidents or stories, have a concrete, vivid meaningful flavour that often proves far more convincing to a reader – another researcher, a policymaker, a practitioner- than pages of summarized numbers (Miles & Huberman, 1994, p.1).

To reach a good result the researcher has to be careful and can not allow equivocal evidence or biased views influence the direction of the findings and conclusions (Yin, 1994). The researcher has also to be critical to his own considerations and analysis to reach a successful result (Thagaard, 2003).

3.1 Data Collection

The data was collected during fieldwork in September and October 2007, in the city of Ilhéus and the neighbor city, Itabuna. The data gathering was done by open-ended interviews, field observation and document analysis including thesis produced by the local university, local newspapers and books. Besides, part of the secondary data utilized was collected in Norway before and after the fieldwork period.
3.2 Interviews

Concerning the interviews, I employed semi-structured interviews and applied an interview guide with open questions to all respondents. I employed the interview guide because it helped me to make sure that I got the same information from the different people I talked to and also because “the interview guide helps make interviewing across a number of different people more systematic and comprehensive by delimiting in advance the issue to be explored” (Patton, 1980, p.283). The use of open questions has some advantages such as flexibility, ability to correct misunderstanding by the interviewee, allow unusual responses to be derived and give the interviewees the opportunity to answer the questions in their own terms. Although, there are also some disadvantages in using open questions, such as the fact that they are time-consuming, the answers have to be “coded” and they require greater effort from respondents (Bryman, 2004; Sarantakos, 1998). Still, interviewing has a particularly importance for the results of a qualitative research because it gives the researcher the possibility to understand the perspective of the interviewee and find out information and things that we can not directly see (Patton, 1980). When I chose the questions of the interview guide I was going to apply, I had in mind the idea that the questions should provide me information for answering my research questions. Based on this, I applied questions that were in congruence with my research questions (Bailey, 2007).

My idea was to interview some “key persons” in three different fields: the private sector, business people involved in tourism, the public sector, public authorities from the secretary of tourism and the academic sector. According to Bailey (2007, p.77) “it is especially important to collect data from respondents who occupy different social locations or are likely to have divergent views”.

Before I started the interviews I talked to a sociology professor, Selem Asmar, who played a key actor role, acting as a guide and assistant in the first stages of the process (Bailey, 2007). He helped me to choose many of the people I was going to interview and to divide the interviewees in groups considering their roles and importance in the local tourism sector. The interviews began a couple of days latter. During the interviews I made notes and also tape recorded all interviews with the approval of the interviewees. The use of the tape recorder permits “increasing the accuracy of data collection” (Patton, 1980, p.348). It also helped me to be concentrate during the interviews and permitted the interaction between me and the interviewees. Besides the interview guide, I did also asked further questions or what
Patton (1980) calls for probes. According to Patton (1980, p.324) “probes are used to deepen the response to a question, to increase the richness of the data being obtained (...”). So, to make sure that I understood what was said, to clarify interpretations and to obtain more information I used probes in many situations during the interviews.

Since anonymity was not requested by any of the interviewees I have no reason to do other than utilize the real identity of the sources. However, along the text I preferred to make use of codes instead of using the names. The list of the names of the interviewees and their codes is in the Appendix.

3.2.1 The interviewees

From the public sector I had interview with 3 former secretaries of tourism of Ilhéus and one with an employee of the current tourism secretary. By the time I was doing my fieldwork the new secretary of tourism hadn’t been nominated.

In the business branch I interviewed the owners of 5 hotels. One of them, the owner of the biggest resort of the city, who said is running for mayor in the coming election.

I interviewed the owner of the best succeed hotel in the city and a hostel owner, who also has a hostel in the neighbor tourism destination, Itacaré.

I also had an interview with the owner of a restaurant on the main beach of Ilhéus, who had been the president of the association of restaurant owners. He was really upset about the whole situation of tourism in Ilhéus and after many years in this business he gave up and had sold his restaurant one week before the interview.

I interviewed the president of the local tourism association, Associação de Turismo de Ilhéus, (ATIL), who owns a hotel in Ilhéus and the owner of a Chocolate Factory who also owns a hotel and writes in the local newspaper.

In the academic area I had an informal interview with two professors, one sociologist and an agronomy professor. I also interviewed 2 professors of the tourism area. One of them gave me the opportunity to participate in her class. She wrote the question of my project on the blackboard and asked each student to answer it. She wrote the answers on the board and we discussed them. It was very interesting and the students contributed with many different approaches. I did also interview two well skilled professionals with tourism background who work in the tourism sector in Ilhéus.
I choose to interview those people because I think they play or have played an important role for the tourism of the city. I also found important to choose people from different fields because I expected them to show me different views of the problem.

To the collection of documents I went to the Tourism bureau of the Bahia state, Bahiatursa, in Salvador and to the library of the Faculty Facusal also in Salvador and in Itabuna-Ilhéus I collected documents at the library of the local University, Universidade de Santa Cruz (UESC) and I gathered information and documents on the internet.

I also had the opportunity to have informal conversations about the theme with many different people as for example family and friends, people at the airport shops, on the bus, some tourists I met in a tourist shop and the receptionists of hotels I visited and stayed at.

Wherever I went I talked to people about my research and it was incredible to see their reaction. Most of them found the question very intriguing and also had a quick answer to the question. After the time I spent in Itabuna and Ilhéus I had the opportunity to travel to other tourism destinations in Bahia state such as Itacaré, Barra Grande and Chapada Diamantina. During these tours I struggled to try to observe the similarities and differences of these places with Ilhéus and also talked to a lot of different people.

Patton (1980, p.25) highlights that “what people say is a major source of qualitative data (…)” But he also says that there are also limitations about how much can be learned from it and concludes that to have a fully understanding of the phenomenon it is indispensable direct participation and observation.

3.3 Challenges

Before I arrived in Ilhéus I had already heard from some friends that there were some problems with the current local administration and that the city seemed to be completely abandoned and full of rubbish on the streets. When I arrived in Ilhéus, in the end of August, the Mayor had just been removed from his position because of irregularities and corruption. I got a little nervous and was afraid that this fact could affect my research. Things in the local administration were very confusing and in the secretary of tourism there was a lot of uncertainties about what was going to happen and who would be the next tourism secretary. Besides, I found it very messy, when asking about projects, documents the employee I talked to told me that they didn’t have any because the secretary of tourism had been moved and during that a lot of documents were trashed.
I also found a challenge to contact people and make appointments for the interviews. It is very important to have contacts and know people to come along in Itabuna and Ilhéus and since I had moved from the place about 10 years ago I didn’t have many contacts. But I managed to appoint interviews with half of the interviewees. Since my father still lives in Itabuna and knows a lot of people, he helped me to make contact with two of the interviewees. He also introduced me to a lawyer in Ilhéus that helped me to make three other contacts. Even though, I found it difficult to make appointments with the people I wished to interview and in two cases when I finally managed to make an appointment the interviewee had almost no time to sit down and talk. Surprisingly, one of them had plenty of time after the interview to show his hotel. These two interviewees from the private sector and another one gave me the impression that they did not consider the research’s importance. One other expressed that he was worried that the research results would affect Ilhéus image negatively.

3.4 Data quality

In terms of evaluation of the data collected and the results of a research two principles must be considered: reliability and validity. Those principles “are different kinds of measures of the quality, rigour and wider potential of research which are achieved according to certain methodological and disciplinary conventions and principles” (Mason, 1996, p.21).

Reliability is related with the question of whether the results of a study are repeatable, which means that if another research follow the same steps and procedures described he will reach the same result and conclusions as the first investigation (Yin, 1994).

Validity, which is the most important criterion of a research, refers to the integrity of the conclusions of a research (Bryman, 2004). Kirk and Miller (1986, p.20) assume that in the case of qualitative observations, validity is a question of whether the researcher sees what he/she thinks he/she sees. Validity and reliability depend on the methodological skill, sensitivity and integrity of the researcher. They conclude saying that “Reliability and validity are by no means symmetrical. It is easy to obtain perfect reliability with no validity at all (...). Perfect validity, on the other hand, would assure perfect reliability, for every observation would yield the complete and exact truth”.

The concept of validity can be divided in three different kinds: construct validity, internal validity and external validity.
Construct validity establishes correct operational measures for the concepts being studied. (Yin, 1994)

Internal validity, applicable for explanatory or causal studies, refers to whether there is a good match between researchers’ observations and the theoretical ideas they develop.

External validity concerns about the findings of a research, if they can be generalized.

When talking about validity Bryman (2004) explains that there are different opinions about the way qualitative studies should be judged. The concepts above are the ones employed both in qualitative and quantitative studies. Lincoln and Guba (1985) mean that qualitative studies have to be evaluated with two different criteria: trustworthiness and authenticity. The trustworthiness criteria is divided into four others, all them with correspondents in quantitative research. They are: credibility (internal validity); transferability (external validity), dependability (reliability) and confirmability (objectivity).

- **Credibility**: ensures that the research “is carried out according to the canons of good practice (…)” (Bryman 2004, p.275) The researcher has to make clear for example what is a interview information and what is his understanding and opinions. (Thagaard, 2003).
- **Transferability**, which is linked with external validity, concerns if the results are relevant to similar studies in other contexts.
- **Dependability**: is parallel to external validity and is related to the possibility of the use of the findings in other cases
- **Confirmability**: means that it has to be clear that personal values and theoretical preferences have not influenced the research and its results.

By authenticity, Guba and Lincoln (in Seale, 1999, p.46) states that it “is consistent with the relativist view that research accounts do no more than represent a sophisticated but temporary consensus of views about what is to be considered true”.

As it has been said the data collected to this study was a combination of interviews, secondary data analysis and field observation. The use of different data sources is called data
triangulation and according to Denzin (in Seale, 1999) it results in richer descriptions of a phenomena. Patton (1980) also states that:

> Multiple source of information are sought and used because no single source of information can be trusted to provide a comprehensive perspective of the program. By using a combination of observations, interviewing and document analysis, the field worker is able to use different data sources to validate and cross-check findings” (Patton, 1980, p.224)

The fact that I come from this region of Brazil and my knowledge about the place, the history, the culture and values, together with the theory reading I had done before leaving to fieldwork provided me a strong starting point for the fieldwork. According to Bailey (2007, p.38) the familiarity with the setting “provides a firm foundation on which to build”. Despite my knowledge about the setting, it is important to say that I did not have answers to my project questions and I did not comprehend the ideas and perspectives of the different participants before I started this study.

Another element I had in my favour was the language. Since Portuguese is my mother tongue I had no problems in understanding what was said or meant. The importance of the language is highlighted by Jensen (1989, p. 96) when he says that “On the one hand, language is the basic tool of interviewing, so that the interview represents a form of interpersonal communications” and “On the other hand, the interaction as a whole, in the form of tapes and transcripts becomes the object of further textual analysis and interpretation”.

During the field work, after having had some interviews I took a pause to organize and think about the information I had gathered. The same was done two more times. This practice helped me to localize important issues that appeared in the interviews and some of them were adopted in latter interviews. It can be said that the analysis process started already at this moment.

Back from the field work I started the coding process and the transcriptions of the interviews. I had to simplify and reduce the data I had collected. The transcription process was a time-consuming process, although once again the language had a positive role facilitating the process. Even being a long process I found it productive and inspiring for the next steps of the study since I started to have several analytical ideas and inferences and started to write them down.
To facilitate the identification of useful data to the analysis I localized the main themes and organized them in groups. This process also made more apparent the difference of the data obtained from the interviewees. All of them were people closed to the event, which means that all the interviewees I chose to talk to, were direct involved with the tourism sector. Most of the interviewees showed great interest in talking about the issue and I, as a field worker, felt I was trusted by them. Some of them seemed to really enjoy talking about the issue and they had no preoccupation with the time. However, three of the interviewees gave me the impression that they were not interested in discussing the issue and they had not much time for the interview. Even though, I got important information from them which I made use of in the analysis.

3. 5 Summary

This Chapter has presented my theory choice and described the different stages of this research. It showed how the data was gathered, what kind of data was collected, how the interviewees and the interview questions were chosen, the challenges I faced during the fieldwork and how I faced them. Having said this, I claim that the findings of this study have high degree of trustworthiness.

I have distinguished clearly along this work what are my ideas and what are other people ideas and interpretations. I have also showed that I did not have a former opinion about the research questions and my personal values have not at any moment influenced this research and its results. At the same time, I have found literature that supports the findings and observations I made. By this way, it can be said that the credibility, conformability and construct validity of this study is good.
4 THE STATE OF TOURISM IN ILHÉUS

4.1 The beginning of tourism in Ilhéus

The history of Ilhéus starts with the history of Brazil in the beginning of 1500. The immensity of the new colony made Portugal divide Brazil in fifteen captaincies, Ilhéus was one of them. The captaincy of São Jorge dos Ilhéus was donated to Jorge Figueiredo Correia in 1534 and in 1536 the village was founded (Souza, 2005). During the first decades after the foundation, the village achieved some development, and the sugar-cane plantation was the first economic activity in the region. Although, not much development happened in the 1700 and 1800 centuries and this period was characterized by a lot of poverty and decadency.

The history of Ilhéus and region started to change with the introduction of the cocoa plantations. In 1746 the first cocoa seeds were planted in the region. In 1822, the development of the cocoa production started to expand and by the end of the 1900 century Ilhéus was the world’s biggest cocoa producer (Heine, 2003).

Until the end of the 19th century the cocoa production was mainly explored by German, French, and Polish immigrants. Only in the beginning of the 20th century people from near regions started to come to Ilhéus and the region around to cultivate cocoa. The monoculture of cocoa was then established and a powerful rural elite was formed. Cocoa producers became rich and powerful men, the so called “coronéis”. Andrade (2003), states that they promoted development and were the most powerful men of the local society. Their political power was above all the other authorities, although they were not interested in political issues. Even though they had enormous power in the local level, they did not have persuasion power at the national government level and not even at the state level. The local cocoa society was much more interested in guaranteeing their individual earnings than in politics (Magalhães, 2006). And despite huge earnings, the cocoa producers were not interested in administration issues. According to Guerreiro de Freitas (in Nóia 2008, p.53), the cocoa producers were not worried about the future of the cocoa production, only the benefits of it. They were not innovative, they did not reinvest money in their farms and they were not concerned in diversifying the production or investing in other sectors of the local economy. They invested their money in the acquisition of properties in Rio de Janeiro and Salvador and in sending their children to study in the big cities of the country and even in Europe. On the
other hand, the social contrasts were huge and according to the census from 1980, only 54.8% of the population were literate (Nascimento, 1994).

In addition to these factors, the cocoa production has been through numerous crises caused by international price instability and different plagues and diseases. The last and worst crisis began with the fast growth of the international production of Asiatic countries, which was not accompanied by the demand, pressing down the prices and reaching its apex in 1989 when the *vassoura de bruxa* plague was detected in the region. Only between 1989 and 1995 about 87% of the plantations were destroyed (Barbosa, 2005). Table 1 below shows the coca production in tons during a longer period, from 1972 to 2005.

**Table 2 – Bahia’s Cocoa Production in tons between 1972 and 2004**

<table>
<thead>
<tr>
<th>Year</th>
<th>Ton</th>
</tr>
</thead>
<tbody>
<tr>
<td>1972/73</td>
<td>0</td>
</tr>
<tr>
<td>1982/83</td>
<td>50000</td>
</tr>
<tr>
<td>1991/92</td>
<td>100000</td>
</tr>
<tr>
<td>2003/04</td>
<td>200000</td>
</tr>
</tbody>
</table>

Source: Ceplac [http://www.ceplac.gov.br/radar/mercado_cacau.htm](http://www.ceplac.gov.br/radar/mercado_cacau.htm)

The whole region got into the worst crisis of its history. Ilhéus had to find alternative ways to live, develop and to confront the economic crisis.

The history facts of Ilhéus exposed above are of relevant importance to understand the context and characteristics of the local society, economy and finally, Ilhéus’ tourism. It has influenced and directed the way Ilhéus has developed and how it is today which I will return to below.
Ilhéus is located in the southeast coast of the Bahia state, between the two biggest tourist destinations of Bahia, the capital of the state Salvador, and Porto Seguro. The city has today 222,127 inhabitants (Nóia, 2008). It has a tropical climate with the temperature of 24°C the whole year, beautiful beaches and other natural resources, distinctive and rich culture, history and architecture. With about 1,841 km², surrounded by rain forest – *Mata Atlântica* – and the Atlantic Ocean, it has a privileged location. In a country with continental dimensions and large distances, Ilhéus has an advantage, as Mendonça (verbal information) says “it is located in the middle of Brazil in relation to almost the whole country”, which makes it accessible for the different regions of Brazil. The city is connected to great part of Brazil by the national highway BR 101/415 that crosses the country from south to north. The access can be by car or bus. The city has also an airport and a port, which makes it an accessible destination both for national and international visitors.

As mentioned above, Ilhéus had overdependence in a single industry and on the international market. It started with the sugar cane monoculture and switched latter to the cocoa. This aspect not only hindered the development of a diversified economy, but has also made the local economy exceptionally vulnerable. Public investments in infra-structure were done to facilitate the commercialization and transportation of cocoa and not to benefit the community (Nóia, 2007). This kind of investments did not improve the quality of life of the locals and influenced the growth of contrast between the different classes. This statement can be expressed, for example, with the information that until 1992 only 25.8% of the population had water supply to their house by pipelines (Fontes, 2001).

While in many peripheries of the world and even in other regions of Brazil tourism was becoming a more and more relevant economic activity, it was never seen as an alternative by the conservative rural elite of Ilhéus.

In 1968 Bahia’s tourism bureau, Bahiatursa, (Empresa de Turismo da Bahia S.A.)³ was created and during the 1970s, the government of Bahia elaborated a tourism plan to develop the accommodation sector and develop tourism in the capital Salvador and also Porto Seguro and Ilhéus. The year of 1972 was marked with a boom in the accommodation sector in the capital Salvador. However, by this time, Ilhéus was experiencing great earnings with the high prices of cocoa and the establishment of the new port, so the city did not follow the development of the tourism sector.

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³ Bahiatursa is the Bahia state’s tourism bureau. It had first the function to expand the accommodation sector. Latter the bureau assumed the responsibilities of training of labour force, the promotion of Bahia and business adviser for the investors in the tourism sector inside the state (Secretaria de Cultura e Turismo, 2005).
The damage caused by the *vassoura de bruxa* (*Crinipellis perniciosa*), plague generated a lot of problems such as bankruptcies and the stagnation of the economy. With the cocoa crisis at the end of 1980s, tourism was for the first time seen as an alternative to economic development to the city (Barbosa, 2005). This can be illustrated on the graph below that shows the increase of the numbers of investments made on the accommodation sector.

Table: 3

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Hotels</th>
</tr>
</thead>
<tbody>
<tr>
<td>1964</td>
<td>4</td>
</tr>
<tr>
<td>1981</td>
<td>18</td>
</tr>
<tr>
<td>1987</td>
<td>18</td>
</tr>
<tr>
<td>1992</td>
<td>69</td>
</tr>
<tr>
<td>1997</td>
<td>101</td>
</tr>
<tr>
<td>2000</td>
<td>139</td>
</tr>
<tr>
<td>2003</td>
<td>135</td>
</tr>
</tbody>
</table>

Source: Barbosa, 2005

In 1984, the local government created the local tourism agency, ILHEUSTUR, which had as its main function to promote Ilhéus as a tourist destination around the country. At the same period ATIL - Associação de Turismo de Ilhéus, the tourism association for the private sector, and the tourism chamber CITUR, Conselho Ilheense de Turismo, were also created (Oliveira, 2004).

4.2 Tourism in Ilhéus today

After many investments and projects, the state government of Bahia has succeeded in developing and transforming Salvador and Porto Seguro into some of the most popular tourist destinations in Brazil. So, intending to expand the tourism activity to other potential regions of Bahia, the government created a tourism development plan in 1991, *Plano de desenvolvimento turístico da Bahia*, which had focus on marketing, training of the labour force and obtaining funds to infrastructure investments (Magalhães, 2006). The plan also
created a new map of Bahia; it divided the state in different tourist zones as it can be seen on the map bellow. Originally, there were 7 zones but today they form 11 different zones.

Figure 2:

Map of the tourist division of Bahia.

Ilhéus is part of the zone called Cocoa Coast. It is the biggest and oldest city in this zone and it provides the best infra-structure to welcome visitors. The city is highlighted, by the Bahia’s tourism secretary, as a tourist destination and the one that has most diversity of tourism potentialities to explore. Some of them are sun and beach, historical-cultural, ecotourism, adventure tourism and conference/business tourism since a convention centre was built in the city in 2000.
All the interviewees and people I have talked to agree that Ilhéus is a resourceful place and has great potential to become an attractive tourist destination. However, the current situation of the city to welcome visitors was criticized by all the interviewees. Issues such as the lack of cleanliness and public illumination, as well as the city’s appearance and the maintenance were mentioned by all.

The infra-structure to welcome tourists is considered relatively good by most part of the interviewees. The accommodation sector has more than 100 pousadas⁴ and 20 hotels with a total of 8,000 beds (A TARDE, 2005). However, accommodation is not enough to welcome the visitors. The tourist destination also has to provide catering, attractions and entertainment, and according to most of the interviewees there is a lack of entertainment opportunities. Ilhéus has many resources to develop diversified tourist attractions, but the main attraction that the city offers to its visitors are the beaches, which in today’s competitive tourism markets is not enough to attract visitors (Fontes, 2001).

⁴ Common kind of accommodation in Brazil. Pousadas are a little simpler and cheaper than hotels.
The service sector to serve the tourists is poor and even buying a postcard can be difficult. There is a lack of balance between the service sectors which can be expressed by the quantity and the quality of services offered. This difference is a crucial problem as Pearce (1989, p.31-32) express it when he states that a “successful tourist development depends in large part on maintaining an adequate mix, both within and between these sectors”.

Many of the deficiencies present in Ilhéus are well known and they are not new. Besides the already mentioned, the lack of public security, difficult access to some “tourist attractions” and lack of traffic signals were also pointed out in the interviews.

From the visitor’s side, the security problem was one of the problems highlighted already in 1998 in a study of the state tourism agency, Bahiaturis (Nascimento, 2001). It is essential to stress that security is not only a negative factor for tourism in Ilhéus, but for whole Brazil. This assumption can be confirmed in a research of 2007, with 90 of the main businessmen of the tourism sector in the country, which shows that 90% of them defends that public security has to be the top priority of the government for the tourism sector (Anuário Exame, 2007).

The problem of public cleanliness is also highlighted by Bahiaturis researches from 1998, 1999 and 2000 (Nascimento, 2001). In a local newspaper from 2005 an article about tourism in Ilhéus says in its headlines “Infrastructure and security are the challenges of Ilhéus” (translated from A TARDE, 2005, p.7). In fact, many of the critiques are not new and, as a restaurant owner states “the tourists complain about the same things every year” (catering sector interviewee).

A more recent research from 2005 reinforces the problems already mentioned and gives a bad picture of the tourism sector situation in Ilhéus. The research shows that the tourists had a negative evaluation about almost all the items evaluated related to tourist attractions, infra-structure and service. There were in total 23 items and only the natural attractions were evaluated positively, four items were considered more or less good, they were: taxi services, communication services, hospitality and the airport (SETUR/BA, 2007).

The table below shows the other items and numbers. This research adopted 90% as the minimum to evaluate an item as positive which means that in the results an item will only be evaluated as good if at least 90% of the interviewees mean so.
### Table 4:

**Tourist’s evaluation of Ilhéus in 2005**

<table>
<thead>
<tr>
<th>Items Evaluated</th>
<th>Good</th>
<th>Regular</th>
<th>Bad</th>
<th>Evaluated</th>
<th>Results</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Attractions</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Natural Attractions</td>
<td>95.6</td>
<td>4.4</td>
<td>-</td>
<td>297</td>
<td>POSITIVE</td>
</tr>
<tr>
<td>Historical –Cultural Heritage</td>
<td>64.2</td>
<td>33.5</td>
<td>2.3</td>
<td>257</td>
<td>Negative</td>
</tr>
<tr>
<td>Folklore</td>
<td>41.3</td>
<td>46.8</td>
<td>11.9</td>
<td>109</td>
<td>Negative</td>
</tr>
<tr>
<td>2. Tourist Equipment and Service</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Leisure equipment</td>
<td>37.0</td>
<td>45.6</td>
<td>17.4</td>
<td>103</td>
<td>Negative</td>
</tr>
<tr>
<td>Tours</td>
<td>47.0</td>
<td>46.0</td>
<td>7.0</td>
<td>100</td>
<td>Negative</td>
</tr>
<tr>
<td>Agencies and welcome services</td>
<td>53.2</td>
<td>33.9</td>
<td>12.9</td>
<td>62</td>
<td>Negative</td>
</tr>
<tr>
<td>Hospitality</td>
<td>87.8</td>
<td>11.5</td>
<td>0.7</td>
<td>296</td>
<td>More or less</td>
</tr>
<tr>
<td>Tourist information</td>
<td>38.7</td>
<td>51.6</td>
<td>9.7</td>
<td>155</td>
<td>Negative</td>
</tr>
<tr>
<td>Tourist guides</td>
<td>67.9</td>
<td>32.1</td>
<td>-</td>
<td>28</td>
<td>Negative</td>
</tr>
<tr>
<td>Accommodation sector</td>
<td>56.7</td>
<td>40.7</td>
<td>2.6</td>
<td>189</td>
<td>Negative</td>
</tr>
<tr>
<td>Restaurants and bars</td>
<td>45.6</td>
<td>50.5</td>
<td>3.9</td>
<td>283</td>
<td>Negative</td>
</tr>
<tr>
<td>Shops</td>
<td>32.2</td>
<td>56.2</td>
<td>11.6</td>
<td>251</td>
<td>Negative</td>
</tr>
<tr>
<td>Night life</td>
<td>21.3</td>
<td>49.7</td>
<td>29.0</td>
<td>183</td>
<td>Negative</td>
</tr>
<tr>
<td>Taxi services</td>
<td>62.9</td>
<td>29.5</td>
<td>7.6</td>
<td>132</td>
<td>More or less</td>
</tr>
<tr>
<td>3. Infrastructure Services</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Medical service</td>
<td>15.4</td>
<td>38.5</td>
<td>46.1</td>
<td>26</td>
<td>Negative</td>
</tr>
<tr>
<td>Communication services</td>
<td>65.7</td>
<td>32.6</td>
<td>1.7</td>
<td>230</td>
<td>More or less</td>
</tr>
<tr>
<td>Traffic signs</td>
<td>41.8</td>
<td>49.6</td>
<td>8.6</td>
<td>266</td>
<td>Negative</td>
</tr>
<tr>
<td>Public Security</td>
<td>42.2</td>
<td>49.2</td>
<td>8.6</td>
<td>266</td>
<td>Negative</td>
</tr>
<tr>
<td>Cleanliness</td>
<td>36.9</td>
<td>40.7</td>
<td>22.4</td>
<td>290</td>
<td>Negative</td>
</tr>
<tr>
<td>Public transport</td>
<td>56.1</td>
<td>37.1</td>
<td>6.8</td>
<td>132</td>
<td>Negative</td>
</tr>
<tr>
<td>Buss station</td>
<td>33.6</td>
<td>57.5</td>
<td>8.9</td>
<td>134</td>
<td>Negative</td>
</tr>
<tr>
<td>Airport</td>
<td>65.2</td>
<td>33.0</td>
<td>1.8</td>
<td>158</td>
<td>More or less</td>
</tr>
<tr>
<td>Urbanization</td>
<td>35.2</td>
<td>58.0</td>
<td>6.8</td>
<td>264</td>
<td>Negative</td>
</tr>
</tbody>
</table>


Note: translated to English.

Even seen on the table above that many items were evaluated as regular, it is relevant to highlight the tourism sector is highly competitive and tourists are becoming more and more rigorous with their choices. With all these weakness Ilhéus is not able to compete in Brazil’s competitive tourism market. Many of the problems of tourism in Ilhéus are well known, but it seems that nothing has been done to solve them and they affect not only the tourists but also the inhabitant. Problems such as, public security and public cleanliness affects the quality of life of the locals.

Local tourism is also characterized by seasonality. Tourism in Ilhéus is almost only concentrated in the summer months of December, January and February. Another issue is the fact that almost all tourists that come to the city are nationals and according to a research of
SETUR 49.3% of the 100 tourists interviewed come from Bahia state. Many of them stay in parent or friend’s house (SETUR/BA, 2007).

A new element of Ilhéus tourism is that the city has been included on the route of the cruise ships that passes through the Brazilian coast. The cruise ships come to Ilhéus in the high season months of December, January and February and stay in the city for about 10 hours (Queiroz, 2002). According to the numbers of the SCT, during the high season of 2006-2007 9 cruise ships stopped 30 times in Ilhéus, bringing to the city about 54 thousand visitors (STC, 2006). Many of the interviewees and the local media consider the cruise ship tourism beneficial for the city and a factor that improves the local economy. The local newspaper, A Tarde, in an article from 2006 says that “the great number of visitors causes enthusiasm among the agencies that welcome the visitors, taxi drivers, shop owners and specially restaurant owners” (translated from A TARDE, 28.01.2006, p.20).

Today, Ilhéus has become a tourist destination, but contrasting with Bahia’s position in the tourism market, the city is still insignificant both in the national and international arena.

The graph above shows the development of number of visitors between Salvador, Porto Seguro and Ilhéus from 1993 to 2004.

Table 5:

Number of tourists in Salvador, Porto Seguro and Ilhéus between 1993 and 2004.

<table>
<thead>
<tr>
<th>Year</th>
<th>Salvador</th>
<th>Porto Seguro</th>
<th>Ilhéus</th>
</tr>
</thead>
<tbody>
<tr>
<td>1993</td>
<td>623</td>
<td>146</td>
<td>150</td>
</tr>
<tr>
<td>1994</td>
<td>1350</td>
<td>161</td>
<td>160</td>
</tr>
<tr>
<td>1995</td>
<td>1409</td>
<td>195</td>
<td>161</td>
</tr>
<tr>
<td>1996</td>
<td>1707</td>
<td>199</td>
<td>195</td>
</tr>
<tr>
<td>1997</td>
<td>1746</td>
<td>228</td>
<td>199</td>
</tr>
<tr>
<td>1998</td>
<td>1715</td>
<td>245</td>
<td>228</td>
</tr>
<tr>
<td>1999</td>
<td>831</td>
<td>260</td>
<td>245</td>
</tr>
<tr>
<td>2000</td>
<td>948</td>
<td>248</td>
<td>260</td>
</tr>
<tr>
<td>2001</td>
<td>1020</td>
<td>266</td>
<td>248</td>
</tr>
<tr>
<td>2002</td>
<td>1083</td>
<td>283</td>
<td>266</td>
</tr>
<tr>
<td>2003</td>
<td>1107</td>
<td>294</td>
<td>283</td>
</tr>
<tr>
<td>2004</td>
<td>1193</td>
<td>2281</td>
<td>294</td>
</tr>
</tbody>
</table>

Source: Barbosa, 2005.
Salvador is the biggest and main tourist destination of Bahia, so it is not quite fair to make a comparison between the numbers of Salvador and Ilhéus. Comparing the number of visitors in Ilhéus with Porto Seguro, a much smaller city than Salvador and the second biggest tourist destination of Bahia, it is possible to see a great difference. While in 2005 Porto Seguro received 1.301,030 million of tourists, Ilhéus was visited by 312,250. The number of foreign tourists in Ilhéus in 2005 during the high season was of 3.760 (Seplan, 2006).

This insignificance of Ilhéus in the tourism market can be expressed in an article of a well known business magazine, in its special tourism edition Anuário Exame from 2007 on page 132 when it says that Bahia’s challenge now is to promote new tourist destinations. The headline of the article translated to English is “Have you heard about the cocoa coast?” and then it refers to it as an attractive region that encloses for example, the cities of Itacaré and Canavieiras. It is surprising that the main city of the cocoa coast is not even mentioned in an article talking about the tourist zone. Differently from Ilhéus, Itacaré has gained great attention of the state government and consequently of the media. The place is a small village with about 18.000 inhabitants, located 70 km north from Ilhéus and it was almost unknown for 10 years ago. After the construction of the highway connecting Ilhéus to Itacaré in 1998, which was a part of the tourism development plan of the state government, Itacaré has been experiencing a tourism boom. It has been attracting great number of tourists and investments in the tourism sector. The small village gained the state government attention because the new plan was to develop an international tourist destination and Itacaré was seen as the perfect place, unexplored and exotic. The tourism boom can be expressed by numbers. In a 13 years period, Ilhéus had a growth of 141% in number of visitors, receiving 121.749 visitors in 1991 and 293.820 in 2004 (Magalhães, 2006). On the other hand, Itacaré had in the period of 5 five years a growth of 614%, receiving 22.400 visitors in 2001 and 160.000 in 2006(Anuário Exame, 2007).

As it has been said earlier, Ilhéus has the best infrastructure of the cocoa coast, although the transport infrastructure has been used by the tourists not to come to Ilhéus, but to come to Itacaré. The city is serving as an entrance gate to the cocoa coast. A little conversation with a tourist couple from Israel at the airport strengthens this statement. I ask them if they liked Ilhéus and they answer that they had not been there, they had just landed in Ilhéus’ airport and travelled to Itacaré at the same day for a week. They knew nothing about Ilhéus and seemed not interested either. However, it is not surprising because today, when a tourist lands at the airport in Ilhéus he/she can not even find a tourist information post.
Another relevant difference between the character of tourism in Itacaré and Ilhéus is that in Itacaré there is a great presence of people from other regions of Brazil in the sector as well as foreign investments (Oliveira, 2007). While in Ilhéus, great part of the tourism related business are owned and managed by nationals, most of them locals. At the moment there is one Portuguese project in the accommodation sector under development in Ilhéus (Anuário Exame, 2007). Whether the majority presence of national investments or foreign investments is positive or negative, will be considered bellow in the end of Chapter 5.

4.3 In which stage of the Butlers sequence is Ilhéus?

According to the Butlers sequence, tourism development in Ilhéus seems to have characteristics of different stages. In some aspects it seems to be in the first stage, exploration, noticing that in the service sector for example, many of the business are more directed to serve the locals than tourist customers. There is a lack of specialized services and facilities.

The number of foreign visitors is still insignificant. Ilhéus has also some characteristics of the second stage, the involvement stage. People started to see tourism as an economic opportunity and invested in tourism, however most part of the investments were done in the accommodation sector (Nascimento, 2001). It seems that the development began but did not go on.

Two other factors, related to the sentiment of residents to tourists (Doxey, 1976), point that Ilhéus is in the beginning stages of the cycle. According to a recent research 91% of the 337 Ilhéus’ inhabitants interviewed state that tourism does not change or affect their daily life and 80% considers harmonic their relation with tourists (Nóia, 2008).

It can not be said that Ilhéus has reached the development stage because it is not considered yet a destination that is totally integrated in the tourism industry. The presence of big foreign companies is not seen either. So, it can be said that Ilhéus’ current stage, according to the Butlers life cycle, is somewhere between the exploration and involvement stage and it seems to have stopped there.
5 THE CHALLENGES OF TOURISM IN ILHÉUS

The problems of tourism development in Ilhéus are many and of different nature. Some of them have already been briefly explored in the former sections. The following section intends to give a deeper sight of the problems. It will present and discuss the views of the tourism stakeholders (public sector, private sectors and academics). What they consider the problems of tourism in Ilhéus and what they think could be done to improve the development. The topics that will be discussed, based on the analytical framework in Chapter 2, are the stakeholders’ role and performance, promotion and marketing, planning, education, environment, socio-cultural characteristics, partnerships and cooperation and community participation. The topics were selected to be analysed both because of their constant presence during the interviewees and also because of their importance in the tourism development process engaged in maximise the benefits of tourism.

5.1 Public Sector contribution to tourism development

Brazil is a federative republic, the public sector is divided in three levels: national, state and local. These three different levels of governance have different roles to play in the tourism development process. These roles complete each other and should be played in accordance to each other. This analysis will mainly explore the local government’s role and what it is doing or not doing to develop tourism in Ilhéus according to the information gathered with the interviews.

The public sector interviewees agree that the tourism sector is not performing well. All of them consider the current situation of tourism in the city as chaotic.

It becomes clear that there is little knowledge about tourism in the sector and the first indication of this, is that the four interviews criticize the public sector saying that the ones above them have a wrong view of tourism. According to the interviewees, public managers in Ilhéus do not see tourism as an economic activity that can bring development. Instead, they consider tourism as something of little economic importance and that might explains why the local governments give so little attention to the issue.

When discussing the public sector, the private sector interviewees showed a lot of discontentment with the public sector’s work. They complained about a variety of issues and
it became clear that they see the government as the main problem of tourism development. They state that the public sector is not playing its role, not even in some basic issues such as illumination, garbage service and general image of the city.

The private sector interviewees also state that there is a lack of interest of the public sector to develop tourism and the issue is not a priority for the government. One of the interviewee believes also that funds directed to the tourism secretary are so small that it is not possible to do anything (catering sector interviewee).

From the academic point of view, they believe there is a misunderstanding about the public sector’s role. The first interviewee explains that the public sector has as some of its role investments in infrastructure, transport, security, and public cleanliness (academic interviewee 1). The other interviewee goes further and explains that the public sector’s role is to create regulation for the tourism sector and make sure the rules are being followed (academic interviewee 2).

About the current situation the same interviewee says that “in the city plan of Ilhéus, tourism is very superficial mentioned” and that tourism is not seen separately. In the national and local state level this problem was also seen not long ago (academic interviewee 2). Before the establishment of the national tourism ministry in 2003 and Bahia state tourism secretary in 2007, tourism was part of other ministry/secretary, which shows the lack of importance that was given to the issue. The interviewee says that for 15 years no government in Ilhéus has done anything to develop tourism (academic interviewee 1).

Another problem is that “the government will always see tourism as an activity that does not generate income to the government itself” (academic interviewee 3). She continues saying that “in the public manager’s mind the only ones that earn money from tourism are the hotel owners. That is one of the reasons that the government is not interested in helping them”.

5.1.1 Political problems

One of the interviewees from the accommodation sector states that “politicians have the interest to fail the local businessmen because they want to guarantee their continuity in power position” (hotel manager interviewee 1). According to this interviewee, the politicians see successful businessmen as possible hinders to their continuity in power positions and that is one of the reasons why they are not engaged in establishing cooperation and partnerships with the private sectors.
Another interviewee, also from the private sector, states that “for more than 20 years Ilhéus has not seen a major that works to develop tourism, not only tourism, but also the city itself”. He continues saying “We have many nice tourist attractions that are ‘forgotten’ because of the lack of commitment and interest of those managers”. He blames first the city majors for the situation and second, he states that political opposition has caused many negative effects to the development of the city and tourism (hotel manager interviewee 2). One example of these effects is that political opposition between the state government and local government means often reduced resources to the local government. The other consequence is the lack of continuity. The change of government means new managers and they give no continuity to the work the formers began.

The public sector has a fundamental importance when talking about tourism development in a destination.

In the case of Ilhéus, after the information provided by the interviewees, the analysis of secondary data and field observations, it can be said that the local government is not playing its role to develop tourism. Hall (1994, p.152) explains that normally “local governments seek many of the same employment and economic development goals as national governments in their tourism policies”. Differently from the national and state governments, the local government of Ilhéus do not yet recognise the importance of tourism to improve economic development and job creation. That is why tourism is not considered a priority. As it has been seen earlier, in the analytical framework, the public sector has a number of important roles to play in the tourism development process. One of its main roles is to establish a tourism policy. It means that it has to act as a coordinator, establishing plans with specific goals and how to achieve them, respecting the characteristics of the place, its environment and people. The establishment of a tourism policy is important to direct the development of the sector and its stakeholders.

The public sector has also infrastructure provision as one of its roles. This point refers to the importance of the government to take the first steps to promote the sector. However, the infrastructure problem in Ilhéus seems to be of the most basic levels. The most basic duties of the public sector such as public security, city illumination and garbage services are not being taken care of and that affect the local’s life as much as the tourism sector.
Finance for development is also a government’s role and it can be done by the providing of grants, loans, tax concessions and tariff reductions. These are common features used to attract investments. The local government in Ilhéus has established a two year tax concessions for the accommodation sector to incentive investments even though, local businessmen criticize the government stating that the concession should last longer. Their critique is based in the significant difference with the 10 year concession for the computing sector in Ilhéus. Despite the complain, this kind of incentives calls for special analyse before implemented, specially in relation to very big projects of national or international origin. Many times, the government thinks that the incentives will be recompensed by the benefits the investment will bring, such as job creation and ingress of money in the local economy. However, several cases have shown that there is a great risk, and the benefits expected by the government are not achieved. A good example of this is the case of “Sauípe Complex”, on the northern coast from of Bahia. The investment was done in an environmental protected area APA (área de proteção ambiental) and included the construction of 5 hotels of international chains, 6 pousadas, 6 bars, 3 restaurants, 33 shops, two tourism agencies and much more. The investors made an agreement with the local government which guaranteed tax holiday for a 10 years period and several of other tariff reductions. Now the local government has taken a legal action to try to cancel the agreement (Couto, 2004).

Another important role of the public sector is the establishment of legislation and regulation for the economic area and also for the protection of the environment and cultural-historical sites. Beside this role, the public sector is responsible for the maintenance of the attractions and facilities. When walking around in the city centre it is possible to see the absence of care and preservation of the historical buildings. Mangrove areas in Ilhéus are been destroyed because of illegal house constructions (SCT, 2003). In some cases, as the Lagoa Encantada, the legislation has been created by the state or local government, but the areas are often not supervised and the regulation is not respected. Sometimes, when the areas are supervised and irregularities are found, the lawbreaker receives a charge, but these charges are almost never paid (Brandão, 2008). According to IBAMA (Instituto Brasileiro do Meio Ambiente e dos Recursos Naturais), the national organization that has as one of its function the supervision of ecological areas, since 1998 only 10% of the charges have been paid. One of the charges paid was a Petrobrás petroleum leakage in 2000. Excluding this charge the

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5 Tourism study , Plano de Desenvolvimento Integrado do Turismo Sustentável (PDITS)
6 One of the greatest tourism potentialities of Ilhéus. It is a lagoon surrounded by a rain forest area rich in biodiversity.
percentage of charges paid falls to 2,5% (Brandão, 2008). Since in the majority of the cases nothing happens and the judicial process is so slowly, the result is that the charges are not paid and noting happens (Minc, in Brandão 2008).

The lack of respect of the law is an old and well known problem in Brazil and it affects the most different areas (DaMatta, 1981). This issue has been much discussed by many theorists. It is commonly called *jeitinho brasileiro* and Wold (2007, p.66) describes it as “a way to get around the official system in a hierarchical society by drawing on personal resources as favours or exceptions to the rule”. This *jeitinho* is a common ingredient in the Brazilians’ lives and it has both a positive and negative form. Wold (2007, p.66) states that the positive form of this way is “finding a creative solution or a way out of the problem”. On the other hand, the negative form involves corruption and favours. That is one of the main reasons why the law is not always respected in Brazil.

Some other basic roles of the public sector are to provide tourist information services and marketing of the destination. The marketing has also been a problem and will be deeper analysed in a separated section. The advisory and training services, as well as research are also part of the public sector roles.

None of those issues are being explored by the local government. The public sector is not playing its role to achieve tourism development. The fact that tourism is not seen as an important issue by the local public managers is one of the main problems because it hinders the public sector to see and play its role. It explains also the lack of interest and support of the public managers to develop tourism.

The fact that the local tourism secretary has a good skilled and aware tourism secretary does not mean that things will change because it is not enough. For the local government to start playing its role for the development of tourism, it is of crucial importance that not only the tourism secretary is a well skilled tourism expertise person. It is fundamental that all the people around him/her are skilled to their positions and also the awareness of all the others secretaries about tourism. And finally, the person that occupies the highest position in the local government, the one that has the decision power, has to be aware about tourism, about its benefits, consequences and the roles of the public sector.
5.2 Marketing and promotion

When talking about tourism development, marketing is an issue that receives great focus and that plays an important role. However the importance, marketing alone is not enough to achieve tourism development and it can not be reduced to advertising campaigns (Petrocchi, 1998).

At the national level, marketing is considered one of the priorities of the national tourism plan, with the Aquarela Plan elaborated in 2003, which has adopted the main strategy of publicising the country abroad through more participation in international fairs and events (National Tourism Plan, 2007).

During the interviews it became clear that tourism stakeholders, both from the public and private sector give a great importance to promotion. Two of formers tourism secretaries I interviewed consider the lack of promotion of Ilhéus as a tourist destination and the lack of events as the crucial problem to the expansion of tourism in the city. One of them, besides being a former tourism secretary, is a travel agency owner and thinks that event promotion is extremely important for tourism (public sector interviewee 1). The other interviewee, points at the lack of promotion of Ilhéus as the main problem. He states that tourists are not coming because they do not know about Ilhéus. “The tourist product Ilhéus”, as he expresses it, is a forgotten product and that is because the product is not being sold in the market. He tells that when he was a tourism secretary, the main objective of the secretary was to promote Ilhéus around the country and improve the number of visitors. He also tells that they wanted to attract high class tourists and not great quantities of people from lower classes. To achieve their goals, their strategy was to participate in tourism events and workshops around the country to promote Ilhéus (public sector interviewee 2).

The promotion issue was also highlighted by all the interviewees from the private sector. Once again, their complains were directed to the public sector. They stated that the local government is not promoting Ilhéus as a tourist destination and there is a lack of an event calendar. About a event calendar, they think that the public sector needs to arrange parties, carnival and festivals to attract visitors. They also defend the continuity of the arrangements, which means that they need to be arranged every year.

It is interesting to notice that complains are the same year after year. This can be showed, for example, with the numbers of a research from 2001 (Oliveira, in Mira, 2003)
where 57% of the businessmen from the accommodation sector consider that the factor hindering the improvement of tourism in Ilhéus is the lack of promotion of the destination, 45% blame the lack of event arrangements and 26% point at the cleanliness problem and 17% the lack of investments to improve the infra-structure.

But, are really all that the public sectors role, as the private and the formers secretaries defends?

An interviewee from the academic area disagrees. He defends that events are to be planned and promoted by the private enterprisers, but in accordance with the local tourism development planning, drawn by the public sector. He also agrees that there is little promotion of Ilhéus as a tourist destination and that the little is of bad quality and it sells a wrong image of the city (academic interviewee 2). The other interviewee also says “the tourism trade in Ilhéus have been doing marketing in a wrong way, without planning and without knowing what kind of visitors they want to attract” (academic interviewee 3).

According to the information above, the promotion of Ilhéus is seen as a problem by many. It is interesting to note that no one talked about marketing since promotion is only one of the 4 basic elements that compose a marketing plan. The others are: product, place (distribution) and price (Swarbrooke, 2001). It seems that promotion is approached independently from marketing planning and also tourism planning. However, these elements are deeply connected and marketing has to be done in accordance with the destination’s planning and management.

Even recognising that marketing is an important ingredient in a destination’s development plan, it is not the only one. According to Swarbrooke (2001), a destinations management is composed by three other elements, they are: planning and development, operational issues and quality control and local impact management. Too much focus in marketing rather than the other elements can worsen the negative impacts of tourism in a destination. Swarbrooke (2001, p.166) explains for example that “the volume of tourists may rise without any commensurate increase in the capacity or quality of infrastructure to accommodate these extras tourists”.

However, promotion was the main preoccupation of the local tourism stakeholders. Many questions appear this moment. The interviewees complained that Ilhéus is not being promoted, but first of all, what is to be promoted? Does not a tourist destination need to have products to offer its visitor? According to the tourism professor I interviewed, Ilhéus is a resourceful and beautiful place, but he and others (Fontes, 2001; Mira, 2003) state that it has
no tourist products. How can a place be promoted before the products are elaborated? He explains that “There is no point in promoting a destination if the tourist products and attractions have not been developed” (academic interviewee 1). The same opinion is shared by Fontes (2001, p.93), she declares that “it is not possible to sell a product that does not exist”. The professor also states that developing tourist products is a process and without this it is not possible to develop tourism. This issue is pointed by him as one of the reasons why tourism in Ilhéus does not improve (academic interviewee 1).

The discussion makes one think about what is in fact a tourist product? A tourist product is a group of elements that are present in a destination. It includes all from physical goods, services, facilities, places, experiences and events. Brass (1997) points attraction and facilities as the main components of a tourist product. The first one are natural, human-made and events features and the second refers to items such as transport, roads, hospitals, police, accommodation etc.

Ilhéus has some of the components of a tourist product, as for example, natural resources, accommodation, airport, roads and so on. However, the problem is that it is not enough to have natural resources and use them to attract visitors if there is no information service or material about how to get to them. It is not enough to have a great Lagoa Encanda if it is almost impossible to get there because of the bad road or because there are no tours that take tourists to the place. It is not even enough to have beautiful beaches if the beach is dirty or if the quality of the food and services offered in the beach restaurants are bad.

There is no point in attracting visitors if there is no interest in providing entertainment opportunities, good service and quality products. The dangerous consequence of attracting people to a place that have not developed its tourist product, is the feeling of disappointment from the tourist’s side, who created expectations that could not be met. Finally, the result is that people will not come back and more than that, they will make bad advertising about the place. Therefore, before complaining about lack of promotion of Ilhéus, the local stakeholders should be working to develop Ilhéus’ tourist products and guarantee the visitor the provision of quality services, attractions and facilities. As it can be noticed, the promotion of a destination depends on many different elements and it can not be done by the public sector alone.

Even recognising that marketing and promotion is one of the roles of the public sector, the private sector also has a fundamental role to play. The great technological advances, such as the internet, give tourism stakeholders a precious feature to make their marketing. It is their role to promote their own business and also Ilhéus as a tourist destination. Today’s technology
gives even the small and medium sized business chance to reach the global market. Seaton and Alford (2001 p. 115) defends that “(…) through strategic alliances and cross-industrial cooperation, based on the new global technologies, they may be able to achieve a critical promotional mass impossible as single organizations”.

Thinking about the information of the interviews, the marketing-promotion discussion forces another question: Does promotion comes before planning? And also: Should not the tourism secretary focus their resources first of all in elaborating the tourism policy for the city and a tourism development plan as well as the strategies to achieve the plan and reach the goals?

It seems that for many of the tourism stakeholders in Ilhéus, marketing really comes before planning. Even if Ilhéus wants to promote itself without elaborating a tourism plan, the planning problem will still be there because according to Gilbert (2005, p.608), “planning is the most important activity of marketing management”. And “a lack of marketing planning will result in a wide range of possibilities consequences”. Great part of the consequences pointed by Gilbert (2005, p.608-609) are already seen in Ilhéus, as for example:

1. failure to take advantage of potential growth markets and new marketing opportunities – such as increasing use of internet
2. demand problem in low-season periods
3. low level of awareness of the destination’s product offering
4. poor image of the destination
5. poor or inadequate tourism information services
6. decline in service and products quality levels
7. difficulty in attracting package holidays

There is no doubt about the importance of planning for the success of a tourism destination or a marketing plan (Goeldner & Ritchie, 2003; Gilbert, 2005). Even though, during the interviews planning was almost not mentioned, with the only exception of the academic sector. Planning will be better explored in the following section.

5.3 Planning

Planning is defined by Wall and Mathieson (2006, p.293) as “the process of making decisions about future desired states and how to attain them”. The importance of planning for the
effectiveness and quality of tourism development are unquestionable. The issue was almost not mentioned in the interviews. It was disappointing to see how little importance the issue receives from the local tourism stakeholders of the public and private sector.

The two former tourist secretaries I interviewed showed a very limited view about the issue. The first one, when asked about planning during his time, points some isolate works the secretary had done. He gives an example of their work, the production and distribution of folders to the local population with 10 commands to tourism. Some of them were to take care of the city and be kind to visitors (public sector interviewee 1).

The other former secretary tells that during his time, the tourism secretary had short term planning - one year plans. The plan was to promote Ilhéus around the country. He says that they used to plan how many workshops they would have in a year. Beside the workshops, they arranged events in the city (public sector interviewee 2).

The same limited view of the issue was also detected by Magalhães (2006) in her work when she got the same kind of answers, with the example of isolated acts of the government, during interviews with the major Jabes Ribeiro (1996-2004) and his planning secretary.

The other interviewee, the current employee of the tourism secretary, states that there is no planning project, when I ask if I could have a look at some documents of the secretary. She tells that there are almost no documents in the secretary because the secretary was moved to another building and during the moving a lot of documents were trashed (public sector interviewee 3).

The last interviewee from the public sector had an interesting comment about planning when he says that “the public managers have a wrong view about planning. In the public sector in Brazil, planning is just budget and not elaboration of ideas” (public sector interviewee 4).

Contrasting to the academics, the private sector interviewees did not say anything about planning. Not surprisingly, an interviewee from the academic area states that planning is a great problem in Ilhéus also inside the private sector. She says that businessmen do not make business plan. She continues explaining that “they invest in tourism and think that in the first year they will get back all the money they have invested or when they start earning money they forget that they need to reinvest the money in the business” (academic interviewee 3).

The academic interviewees mentioned two of the tourism secretary attempts to create a plan. The first one was the Plano Estratégico do Turismo de Ilhéus (PET) produced in 2000. This plan was elaborated based on suggestions emerged in a meeting with the tourism trade,
the tourism secretary, and three local consulters. The plan did not succeed and it was considered very poor by the academics. One year later, with a new tourism secretary, another plan was produced. This time a non-local consultancy company was contracted. Once again it failed. The so called strategic plan was nothing more than a list of possibilities to develop tourism and things that need to be done. There are no concrete strategies on how things should be done (Magalhães, 2006). These two experiences show the lack of professionalism and methodology, as well as the weakness of local knowledge about planning.

All the interviewees from the academic area gave great attention to planning. This was most evident when they were asked about what they would do, if they had decision making power, to improve tourism development in Ilhéus. Here are some of the ideas:

“If I had totally decision making power I would create a group of professionals of tourism specialized in different segments as culture, and environment. With this group I would develop a planning project to the development of tourism in the city, going through all stages of the planning process. I would develop different tourist products” (academic interviewee 1).

The same interviewee also talks about planning with short, medium and long terms goals. “In the beginning some short term strategies should be put in practice such as public cleanliness, a calendar of events and tourism information service, just to have a starting point”. He also highlights the importance of continuity and explains that “the projects need continuity, because only in four years – major period- no more than the formulation of the planning project can be done. The course can not change because of the shift of majors or different political parties’ (academic interviewee 1). The issue, continuity, was also mentioned by two other interviewees who considered it as a problem in Ilhéus. The importance of this issue is highlighted by Tosun and Jenkins (1998, p.163) when they state that “continuity and flexibility are common characteristics of the contemporary planning approach to tourism development”.

Another answer, from the tourism graduated employee of the secretary, was:

“If I had decision making power, the first thing I would do was a tourism demand study, because without it I can not do anything. After that I have to know my supply condition then, I can call the community, public sector, academics and private sector to elaborate the tourism plan for the city. The involvement of those different stakeholders is very important – it is important to hear their opinion. It is important to have their participation from the very beginning” (public sector interviewee 3).
She continues saying “we have already many important elements, what is missing is to join the right people and make a plan. The planning has to be focused in professionalizing tourism. It has to approach tourism as an important social and economic activity” (public sector interviewee 3).

Another interviewee from the academic sector highlights the importance of preparing the population for tourism and suggested “a collective training directed to tourism”. He says that the process needs to happen everywhere, schools, associations; it has to reach everybody. How to achieve it? “The private sector together with associations, and non-governmental organizations and a consultancy company make a project and obtain funds from the national tourism minister to achieve it” (academic interviewee 2).

In line with the interviews, it is possible to observe that one of the most basic issues to develop tourism is missing in Ilhéus. How is it possible to develop tourism without planning?

There is critical lack of knowledge about planning in the public and private sectors. Hence, it is not hard to understand why things do not go so well with the tourism sector in Ilhéus. There is no doubt that tourism can happen without planning, because it is happening in Ilhéus. However, plentiful cases have shown that the consequences can be dramatic for the local economy, the environment and its people (Weaver & Lawton, 2006). This issue will be better explored in Ilhéus context in the end of this Chapter.

As it has been analysed earlier the planning and policy formulation process will give the direction of tourism development. The planning process has many different stages and it calls for the involvement of the stakeholders and of course the community. Together they have to find out the goals they want to achieve, the kind of tourism they want to develop, the cost and benefits and strategies to achieve the goals. Planning is a long term process and continuity as well as flexibility is some of the fundamental elements to reach the goals. Recognising that the tourism industry is very dynamic and it is changing all the time, there is a constant necessity to review the plans and make adaptations to follow the changes of the market.

It was surprising to see the great difference of views between public-private and academic sectors. And even more surprising to realise that the academics are not been included in the “process”.

This discussion leads to another crucial problem that became apparent, the lack of information and lack of communication between private, public, academic and community stakeholders. According to Tosun (2000), this is a common problem in developing countries.
and it is also related to the lack of tourism data. Even if the data is available they are not disseminated to the citizens in a comprehensive way. He states that the lack of communication “does not only increase the knowledge gap between local communities and decision-makers but also accelerates isolation of the local community from the tourism development process” (Tosun, 2000, p.554).

In Ilhéus, the lack of information and communication between the stakeholders is evident. The local University,(UESC) offers a Master course in the tourism area and also the Faculdade de Tecnologia e Ciência (FTC) has tourism as one of its graduation courses. People involved in tourism in Ilhéus do not know about it. The university’s professor mentioned an episode with the tourism association’s president, who said he didn’t know about the course. He states that local tourism academics and the university are not invited to tourism related arrangements. He says that the university has, during 15 years, developed many projects to the local community and that this fact shows the lack of concern of the people involved in the tourism sector in Ilhéus (academic interviewee 1).

The lack of information is also illustrated with a research from 2001 which showed that 82% of the interviewees from the catering sector did not know about the programme at the University (Mira, 2003).

The academic sector is an important actor in this context. It is essential for the different stakeholders to recognise the importance of the involvement of the academics in the planning process. These points will be better considered in the education section.

5.4 Expertise, education and skilled people

These three factors are the most important elements necessary to develop tourism. They were mentioned, in some way, by all the interviewees. It is possible to see that there is a disagreement between the stakeholders about who knows about tourism in Ilhéus. For example, the tourism graduated interviewee from the public sector gives an interesting speech when she explains that people involved in the tourism sector in Ilhéus considers themselves experts in tourism. However, she means that they mix it all and that is one of the biggest problems of tourism development. She states that “They don not know what are the elements and conditions necessary to make tourism happen”. She explains that the limited view that tourism is event promotion and leisure is the reason why tourism is seen as unimportant and also as an expensive issue by the public managers. She points that this idea is not a problem only in Ilhéus. She explains that “the tourism secretary of the city has as it roles to establish
the rules and regulation for the tourism sector. Differently, the tourism secretary thinks that its role is to make events (parties, carnival) and welcome cruise ships”(public sector interviewee 3). On the other side, she tells that:

Locals think that tourism is in the city to be enjoyed by them and this view is spread also by the public sector, which uses it as a way to get more votes and be elected. The public sector contracts bands to play to the people, arrange parties and carnival, thinking that they are promoting tourism. This is not tourism, this is leisure. This problem does not happen only here. It is a cultural problem. This kind of arrangement is very expensive and brings no income to the city. Tourism does (public sector interviewee 3).

She explains that this wrong view of tourism by the public managers is negative because “when we try to get funds to develop tourism they have no interest, because they see tourism just as expensive superfluous”(public sector interviewee 3).

Considering the private sectors, there was great agreement from the public sector about the lack of professionalism and enterprising attitudes. They also mentioned great individualism by the businessmen, especially with cocoa producer background.

One of the interviewees highlights the importance of education about tourism and defends that “it has to be something that people learn already in school. It is a long term process. The people in the community are not prepared to develop tourism, but they think they are” (public sector interviewee 2).

The other interviewee, the travel agency owner, who has been working in the tourism segment for 19 years and now a former tourism secretary, highlights the lack of skilled people when asked about what is wrong with tourism in Ilhéus. He says:

What is wrong with tourism in Ilhéus – very easy to identify. Tourism in Ilhéus is practised in an amateur way, it can not continue like this. We need professionals and stop placing people in job positions because of friendship or relative’s relationships. We need well skilled people, people from the tourism field. We can not continue to improvise. Hotel owners need to understand that reception people need to be qualified and trained. We can not promote a tourist product if we do not have qualified and trained people (public sector interviewee 1).

He says that if he had decision making power he would create a group of professionals that could create and develop projects to achieve tourism development. He talks also about the involvement of other institutions such as Sebrae (the Brazilian Service of Support for Micro
and Small Enterprises) in the process and at the end he defends the creation of a calendar of events to be promoted around Brazil. He complains that many times events were promoted, but did not happen because of lack of funds from the public administration (public sector interviewee 1).

However the interesting speech of the former secretary, the employee of the tourism secretary, who had worked with him, complained about the lack of knowledge about tourism from his side. She points first to the problem of the information centre. The ATIL, tourism association, made an agreement with the tourism secretary that they would be responsible to restore the old information centre in the centre of the city and the one in the airport. The secretary would then, be responsible for the payments of the students that were going to work in the centre. She states that the students were not paid and after two months the centres were closed again. She says that the tourism secretary did not understand the importance of the information centre, which is one of the most basic roles of the public sector. The funds were used instead in a party event. Today, the information centre is not operating (public sector interviewee 3).

Another conflict exposed by the same interviewee happened when the local university’s director called the tourism secretaries office intending to present the results of a study of tourism demand in Ilhéus. The University wanted the secretary to invite the tourism stakeholders of the city to participate. Although, the secretary of tourism, by the time interviewee 1, said that he had no interest to see the research and nothing was done (public sector interviewee 3).

So, she calls for the importance of the public managers to understand tourism and also the need of skilled people to make part of the government (public sector interviewee 3). These two episodes show the limited knowledge about tourism of a person that has worked in the tourism sector for 19 years and has occupied the highest position inside tourism in the local government. Hence, it is important to mention that he did only stay at the position for a short time, because the irregularities in the government resulted in the substitution of many of the secretaries.

The private sector interviewees did not give so much attention to the issue. They agreed that there is a lack of knowledge about tourism in the community and some of them defended that information about tourism should be more spread. However, only one of them, the catering sector interviewee, highlighted the importance of education for tourism and the need to develop well skilled people to work in the sector and provide good quality service for the
visitors. He says that organizations such as Sebrae\textsuperscript{7} should promote courses to help the development of tourism. He also sees the importance to establish partnership with the university. He says that partnerships between university-students and restaurants, hotels should be encouraged so both could develop together. He suggests, for example, that students should have practical – training/jobs in the tourism sector during holiday time (catering sector interviewee).

In a research from 2003, the private sector was asked about features to incentives tourism development, 38% pointed the need of skilled work force, 28% the need of more concern about tourism by the population and 15% pointed the need of public policies directed to tourism. The research was done with 21 people from seven different areas of the tourism sector in Ilhéus (Mira, 2003).

The academic sector gave important attention to the issue and here, once again, it is possible to see the critiques about the lack of knowledge inside the local tourism sector. This lack of information leads to a range of misunderstanding. As an example, one of the interviewee says that the private sector and member of tourism associations do not know what the public sectors role is. He states that “businessmen know nothing about tourism and they think that the public sector has to do everything to develop tourism. They need to get involved as for example to participate in specialization courses” (academic interviewee 1). Another interviewee points also that businessmen expects too much from the government, however he states that this is a problem of many places in Brazil (academic interviewee 2).

The lack of concern about tourism from the private sector’s side is also pointed by another interviewee who means that the migration of cocoa producers to the tourism sector without any knowledge about tourism is one of the main problems of tourism in Ilhéus (academic interviewee 3).

Many people that work in the tourism sector consider themselves tourism experts, just because they travel a lot or because they like to work in the accommodation sector (academic interviewee 3). All these problems mentioned leads to a sequence of mistakes that have great consequences in the character of tourism development in Ilhéus.

The academics interviewees defend that since so many believe that Ilhéus has potential to develop tourism then, the whole society, of all classes levels need also to be aware about tourism and everybody needs to be involved.

\textsuperscript{7} The Brazilian Service of Support for Micro and Small Enterprises
Education is a fundamental element necessary to develop “good” tourism. Education is not only a problem in Ilhéus or a problem of the tourism sector, it is a national problem. As it has been said earlier, the education issue extends much more than only training and developing skilled people, it encloses the need of understanding tourism and its impacts by all stakeholders, tourists and communities. The information and education of these different players can produce significant change in their attitudes contributing to minimize the negative impacts of tourism.

The interviewees within the tourism sector in Ilhéus show the lack of concern about their own sector. It is interesting to notice that the lack of concern was always referred to someone else. Only one interviewee recognises that he did not know much about the sector when he started his business. Even though, instead of searching to learn about the sector he told that he has been learning with the practice (hotel manager interviewee 3). This example shows the reality of great part of the people involved in the tourism sector, with the only difference that the others do not admit their lack of knowledge and training. This fact hinders them to search assistance. It also hinders them to understand the necessity of training its workforce and contracting skilled people. This statement can be strengthened with that fact that about 40 master-graduated students in the tourism area struggle to get a job in Ilhéus. Many of them have already left the city in their search for work (academic sector interviewee 1).

There is an unquestionable need for education and training in the tourism sector of Ilhéus, especially for people that is already in the business. Managers and business owners need understand that they also need training and qualify themselves to their work. As mentioned earlier, the government has an important role to play by training and encouraging the process of indigenization of management. However, the private sector also has an important role to play by working to develop local skills (Jenkins & Henry, 1982).

One point exposed by an interviewee was that the private sector is not willing to pay for the training of their own labors. This brings along the idea that training is a government’s role. It is important to highlight that often these courses offered by the institutions have low prices to make it possible for people to join it. If the agencies (Sebrae; Senac – National Service for Commercial Training) offer training opportunities, the businessmen should at least understand that they have to pay for it. Another problem exposed by an interviewee from the academic sector was that some businessmen send employees to training, but it does not help because the employee has no decision-power and at the end it makes no difference (academic interviewee 1).
There are also many problems concerning the public sector, which has for many years placed unqualified people in job positions because of friendship, family relations or payback for earlier favors. This problem was analysed by Tosun (2000, p.555), he refers mainly to students that has been sent abroad by developing countries, however he explains that those are not bringing benefits to tourism development in their home country because of “widespread favouritism, nepotism, and personality clashes”. Despite the differences between Ilhéus and the example cited by Tosun (2000), the three causes exposed by him are very present in Brazil. Just to express the dimension of the problem in the whole country, recently in 2005, a new regulation was created to prohibit nepotism in the public sector. This problem is a historic and cultural problem. There are many people occupying positions that they are not qualified to. It is not surprising that they do not a good job. According to Tosun (2000, p.554), the consequence of the lack of skilled people and expertise in the tourism sector is a “myopic tourism development approach” because “in the absence of expertise, tourism development has been seen as tourism growth and tourism development plan refer to improving infrastructures, increasing bed capacity and other components of tourism superstructure”. None of those activities mentioned are effective planning and they do not either “reflect concerns of contemporary approaches to tourism development”(Tosun, 2000, p.554).

The public sector needs to focus in attracting well skilled people to the government. It means that not only the tourism secretary needs to be skilled to the position, but the whole team. This can change the way public managers see tourism. A well skilled team will have the chance to produce changes in the direction of greater tourism development. There is also a need for incentives and investments in the research area and formation and training of local expertise.

5.5 Environment

Even knowing that environmental resources are often the key attractions of tourism demand and, as it has been seen in Ilhéus case, it is still the main attraction only two of the interviewees showed concern with the issue. The first one was the interviewee from the catering sector which stated that if he had decision making power he would work to make people awareness about the importance of preserving the environment. The second one was, already mentioned, the biggest entrepreneur of the city and the one who wants to be a major candidate. He said “it is of fundamental importance to take care of the environment, because if you do not do so you eliminate the attractiveness of the place” (hotel manager 5).
Beside these two comments no one talked about environment, responsible tourism or sustainable tourism issues. It was not surprisingly that the environment issue was not present in the interviews. In general, it can be said that in Brazil environment issues in the tourism sector do not receive much attention. Sustainable issues are superficially mentioned and responsible tourism is not even known, instead there is great focus on the economic benefits of tourism. Many, as for example the former tourism secretary of Ilhéus (public sector interviewee 1), consider tourism as a renewable industry or a smoke free. However, “if tourism is not properly planned and implemented, it can destroy vegetation, create overcrowding, litter trekking areas, pollute beaches, result in overbuilding, eliminate open space, create sewage problems, cause housing problems and ignore the needs and structure of the host community” (Goeldner & Ritchie, 2003 p.462).

Since Ilhéus is still in the first stages of the tourism development process, environment impacts are not so very visible. However, as it has been mentioned before, the city has already some environment problems such as the illegal constructions in mangrove areas (SCT, 2003).

In line with the interviews and some of the secondary data analysed such as local newspaper articles and the Anuário Exame (2007), the preoccupation is much more centred in the numbers reached by the tourism industry. The focus is mainly on components of the tourist superstructure, attracting greater number of tourists, promoting the city and making tourism grow faster. This tendency to see tourism development as tourism growth is explained by Tosun (2000) as a consequence of lack of expertise. The great focus in the numbers of the industry is also expressed by Wall (1997, p.41) who states that “Much of the economic literature applied to tourism has been technical in nature, for example being concerned with the applications of cost-benefits analyses, economic multipliers and input-output analyses, and there has not been a strong proclivity to engage with the full range of debate on development perspectives (…)”.

In Ilhéus, the great numbers of cruise ship passengers were highlighted by the local media and interviewees, however there is a lack of qualitative analyse of what those numbers really mean to the tourism development process of the city. It is important for the local tourism industry to make questions and analyse if the great number of visitors is really bringing benefits to the tourism development of Ilhéus. For example, if it is bringing job opportunities to locals.

While in the developed countries tourism academics have as their main concern what Tosun (2000, p. 554) calls for “contemporary approaches to tourism development” which are environment challenges, sustainable tourism development and responsible tourism principles,
in Brazil those are very seldom mention and when they are, it is in a very superficially way.

The fast speed of tourism growth and the great numbers of the industry are well-known, even though “scholars mostly agree that to achieve the best in tourism, the development should proceed at a moderate pace, stage by stage, allowing sufficient time for the community to adjust with the phenomenon that has a tendency to ‘overtake and expand’ with speed” (Singh, 2003, p.33).

It is also important to be aware that “profitability in tourism depends on maintaining the attractiveness of the destination people want to see and experience”(Goldner and Ritchie, p.462). So, if Ilhéus wants to improve its tourism development it needs to give greater attention to environment issues.

### 5.6 Socio-cultural characteristics

After seeing the stakeholder’s ideas about diverse issues, I found pertinent to analyse some ideas and characteristics that appeared about local society.

“Ilhéus is a traditional and conservative city” was the statement of one interviewee (public sector interviewee 3). Many others talked about the lack of entrepreneurship, individualism, lack of partnership, cooperation, fear for changes and jealousy. I believe that all these problems are present in Ilhéus’ everyday. Although, it seems that those characteristics are not new. I found a work from 1983 of a sociologist from another region of Brazil, who had moved to the coca production region, where he makes an interesting analyse of the local cocoa society (Asmar, 1983). He states that the four basic values of local cocoa society are individualism, immediacy, utilitarianism and conformity. He explains that these values are also seen in other societies, however not as their basis. He highlights that they are the basic values of the local society, they are visible and despite of time they are also invariable.

The first one, *individualism* is present in every person. Ideas of cooperation and collectivism tend to be restricted to words, they have no future.

The second one called *immediacy*, refers both to individuals and to leaders. It means that things are adapted to the situation and that gives no space to quality work. The consequence of eliminating basic stages of a process in the tourism development can be dangerous in the sense that it can worsen the negative impacts, it can produce low quality services and products and vulnerability. As an example it can be said that a businessman should never make an investment such as building a hotel or a restaurant without seeing a
market research to find out if there is place for the investment in that specific market. Market research is a basic stage of the process, and eliminating it can means business failure. Another two crucial points highlighted by Asmar (1983) are lack of plan to the future even to the near future. Words such as plan, planning and program are only rhetoric issues.

The third value, utilitarianism means that people only get involved in something if they get something back, in preference something material. So therefore, social issues or an issue that can bring benefit to the collective are not interesting.

The last value, conformity represents as Asmar (1983, p.74-75) says “the mix of fatality with fear for the unknown”. The frequent comments are “it could be worse” or “it has always been like that”. Then he says that the felling of hope consoles and is transformed in conformity which makes nothing to change the situation.

This is a work from 1983, however Asmar’s description still resembles the present local society in Ilhéus. Many of the ideas expressed by him were present in several of the interviews (below). There is no doubt that theses characteristics of the local society have many consequences for tourism development and the city as a whole (Herbig, Golden and Dunphy 1994). It can be said that the individualist character of Ilhéus’ society affects negatively the tourism sector. The idea of individualism was many times mentioned during the interviews and was pointed by many as a problem (Cairo, 2000; Bonfim 2001). This issue brings along the community participation approach and partnership and cooperation issues.

5.6.1 Community participation

Community participation has never been a reality in Ilhéus’ history. On the contrary, the legacy of the cocoa economy has developed in Ilhéus a fragmented and excluding society, with no integration or partnerships tradition (Nóia, 2008). The community participation approach was highlighted only by the academic sector and the interviewee of the public sector which is graduated in tourism. However, the participation of the community in the decision-making process is a fundamental element to guarantee the success of the tourism development process. To have community participation it is essential to offer the citizens knowledge about tourism and then they can choose what is better for them. Even knowing that Ilhéus has no tradition with democratic participation in decision-making processes it is relevant to point that the local population is not against tourism. Numbers of a recent research show that 85,8% of the 337 interviewees thinks tourism is beneficial for the city, but 78,3% states that their quality of life has not improved because of tourism (Nóia, 2008). The numbers show that the
community is positive to tourism, which is an important starting point to policy makers. Though policy makers need to be aware that tourism development can not only focus in economic benefits. Tourism planning needs to respect the community’s priorities and should be used as a feature to improve the population’s quality of life.

5.6.2 Partnership and cooperation

Ilhéus has never had tradition for developing partnerships and cooperation. These are problems both inside private sector, inside the public sector and also between these two sectors and the academic sector.

About this topic, inside the public sector, an interviewee states that there is no cooperation between the secretaries in the local government, which she means is very negative. The tourism secretary needs to work side by side with the other secretaries to achieve improvements, and tourism needs to be a goal of the local administration. She also highlights the importance to establish partnerships with the university. She says “the University would be a perfect partner if the local government recognised the importance of tourism” (public sector interviewee 3).

Although, according to Smith (1998, p.32-33), the lack of cooperation and partnership is common inside the tourism industry. He states that “these businesses traditionally do not cooperate much with each other to promote their common interests, they sometimes rally together to express frustration over government policies, regulations, and the taxation systems that affect them all”. He continues saying that:

In many nations, the industry does not really view itself as an industry, which means government is not likely to view tourism as an industry either. Firms involved in tourism tend to view each other as competitors rather than as potential partners or allies” (Smith, 1998, p.32-33).

It is important to say that the lack of cooperation between stakeholders also results in the earlier mentioned lack of communication and information. That was visible when a interviewee from the public sector said that there are no studies about the tourist demand in Ilhéus and on the other side, the university’s professor assumed that the university has been producing demand studies for many years (public sector interviewee 3). The professor told that he had been several times in the tourism secretary to deliver researches. He says that the researches have never been used by the public and private sectors. There is a clear lack of interest of the sectors to utilize these resources to improve tourism development and service
quality. The professor says that businessmen do not like to see the critics that the researches expose (academic interviewee 1).

The private sector was much criticized by a great part of the interviewees whose stated that the private sector businessmen are individualists, not entrepreneurs, not innovative and do not take initiative. One interviewee from the academic sector highlights for example, the lack of creativity to produce tourist products based on the local culture (academic sector interviewee 4). This complaint was also detected in a research from 2001 where 92.3% of the interviewees stated that there is a lack of creativity and innovation (Fontes, 2001). The lack of creativity is directly connected with the problem of entrepreneurship since creativity and innovation, according to McMullan and Long (1990) are one of the three components of entrepreneurship. The other two are: risk taking and managerial or business capabilities.

The examples above illustrate the conformity characteristic of the local cocoa society described by Asmar (1983). It shows the idea of fear for the unknown and then the result that nothing is done to solve the problems. As it has been said earlier, many of the problems of the tourism sector in Ilhéus are well known, but nothing is done to solve them.

On the other side, the private sector considers that they are playing their role. However, even agreeing, a non-local businessman says that “tourism in Ilhéus has not yet been prosperous because of cultural factors. Transforming tourism in an economic alternative is a challenge especially because of the mentality and cultural tradition of the cocoa farmers”. But he says that:

The private sector is realising that changes have happened. During the cocoa period, farmers did not develop partnership and did not find it important either. Now, we (ATIL) are working to show to the private sector the importance of partnership and seeking to join forces to develop tourism (hotel manager interviewee 3).

A problem pointed by the hotel owner, considered the most successful businessman in the city by members of the public sector, academic and private sector was jealousy. His hotel is the only tourism establishment that receives tourists the whole year. He has proven that it is possible to make tourism year around. One of the reasons of his success is that he has a well skilled and trained team and he has developed partnerships with different agencies, operators and programs around the country. He gives great attention to quality service and quality products. He complains about the jealousy inside the private sector and also other sectors. He says: “Ilhéus is a place where nobody does anything and the few ones that do something are
almost pursued. People that want to do something in Ilhéus annoy the others that do not do anything” (hotel manager interviewee 4). This problem can also be called for rivalry and a study from 2001 shows that 54.5% of 15 tourism related organizations interviewed means that there is rivalry between the stakeholders (Fontes, 2001). This factor can avoid the development of cooperation and partnerships inside the sector and between the players. It is relevant to mention that the factor competition can bring benefits to the sector improving the quality of products and service. However, according to the statement of the above mentioned interviewee, it seems that there is more rivalry and jealousy to be seen in Ilhéus’ scenery. The hotel owner defends instead cooperation between all stakeholders “tourism is not done by a hotel owner or by a travel agency, tourism is done with the union of different stakeholders. Everybody has to be involved – from the garbage man to the state governor – to walk in the same direction” (hotel manager interviewee 4).

One of the main businessmen in Ilhéus talked also about partnership. He said “The private sector needs to come together. We will only be strong in any segment if we have unity. This is necessary to make tourism develop faster”. As earlier mentioned, this interviewee told me that he was going to be a major candidate in the next election. I found it interesting and asked him what he would do as a major and he said:

I would give priority to four things, first health, then education, security and tourism, because all the rest comes with those four main things. If we do not take care of the health we can not have tourism. If we don’t have education we can not receive the tourists. If we don’t have security we can not have tourists here. Tourism will lead to job creation. Tourism is a great way to improve the economy, there is no better way. It creates jobs opportunities and income. The promotion of the city is also a priority. You have to show to the tourist origin markets that Ilhéus exists, that Ilhéus has changed, that it has a new working philosophy that take care of its beaches and forest. It is of fundamental importance to take care of the environment, because if you do not do so you eliminate the attractiveness of the place” (hotel manager interviewee 5).

The speech of the hotel owner was interesting. Since he is a businessman from the accommodation sector, it is understandable that he highlights the economic importance of tourism. He also mentions job creation and surprisingly environmental issues when he talks about tourism. He gives great attention to the promotion issue, but planning issues were not mentioned and his main preoccupation was to make tourism grow faster and attract more visitors. Although, as it has been said in the theoretical framework chapter, great numbers of
visitors do not always mean benefits for a tourist destination, and a fast speed tourism development without planning can instead maximise the negative effects of tourism.

It was interesting to see that partnership and cooperation issues were considered by many tourism sector players. Maybe there is a sign for a beginning of change. Or maybe it is just, once again, rhetoric issues to perpetuate the four basic values of the local society.

5.7 Summary

This Chapter exposed and discussed the views of public, private and academic actors in Ilhéus. This analysis concluded that the local public sector is not playing its role neither to develop tourism nor to establish rules to the tourism sector. The local public managers do not consider the importance of the tourism. At the same time a great lack of knowledge about tourism was evident both in the public and private sectors. This lack of knowledge can be pointed as the main cause of many problems such as the lack of knowledge about the roles of the different stakeholders, great focus on issues that should not be considered the first priority in Ilhéus’ such as promotion, and lack of planning in both public and private sectors.

On the other hand, the academic sector interviewees showed a distinct view of the problems and the solutions to solve them. However, the analysis concluded that there is a lack of communication and cooperation between the two other sectors and the academic sector. Some other problems of socio-cultural nature were also located and can be considered as barriers affecting a better tourism development in Ilhéus. Great individualism and utilitarianism are two of the factors that hinder the establishment of partnership and cooperation into the sector and also the involvement of the community in decision making process.

It became clear along the analyses that the greatest concern of most part of the interviewees was related to tourism growth and the attraction of larger numbers of tourists. However, the attraction of more tourists does not only mean more revenues. More tourists, calls for quality tourist products and services provision, it calls for planning, coordination, training and cooperation. None of these issues were seen in the current tourism sector in Ilhéus. Attracting greater number of tourists without giving the proper attention to such important issues can have negative consequences to the economy, environment and community of Ilhéus. The following section will discuss the impacts of tourism in Ilhéus and strategies to minimize the negative impacts and maximize the positive.
5.8 Factors and strategies to minimize the negative impacts of tourism in Ilhéus

The development of a tourist destination causes a number of positive and negative impacts in a destination’s economy, society and environment. In the Analytical Framework great attention was given to the impacts of tourism and latter on strategies to maximise the positive effects of tourism development.

The impacts caused by tourism development in Ilhéus, is still an unexplored field. Even though, as it has been concluded earlier in this study, Ilhéus is still in an initial stage of the tourism development cycle, which does not mean that tourism is not causing any kind of impact on the destination, but the impacts are not so evident. In the Analytical Framework Chapter, it was said that the main reason to invest or to develop the tourism sector is the economic benefits, although according to the information gathered in the interviews, people involved in the tourism sector in Ilhéus are not satisfied with the tourism returns and the local government does not recognise tourism as an important economic activity. The main preoccupation of great part of the interviews was on attracting greater numbers of visitors and that is the reason why a discussion on tourism impacts is essential. As above mentioned, greater number of tourism calls for management, regulation, coordination and cooperation between stakeholders, quality service provision and most of all, it calls for knowledge and understanding about tourism and its risks.

Having said this, it can be affirmed that there are several factors reducing the positive impacts of tourism in Ilhéus. Some of the problems earlier analysed in Chapter 4 and 5 that are affecting both the positive and negative the impacts of tourism are lack of tourism policy and planning, lack of knowledge about tourism and its impacts, lack of knowledge about the roles of the different stakeholders of the sector, lack of balance between sectors, lack of services and tourist products, seasonality, lack of infrastructure, lack of continuity, lack of skilled people and expertise in the sector and also in strategic positions of the public tourist sector. These problems are all interrelated in some way.

The fact that the public sector does not give much importance to tourism and the lack of knowledge about tourism and its impacts leads to the lack of policy formulation and planning to the tourism development in the city. Policy formulation, planning and management are important features of the public sector to coordinate and direct the development, creating legislation and regulation for the sector. With these features, the government has the possibility to minimize negative impacts of the tourism activity such as
environment impacts. Lack of planning or poor planning in tourism development results in unbalanced development and instead of achieving benefits with tourism, it will strengthen social inequality and worsen the quality of life of locals.

The former factor is also related with the lack of knowledge about the stakeholder’s roles. This problem was seen in Ilhéus and it has a negative impact in the tourism sector because the stakeholders are not playing their roles.

An important aspect to achieve positive economic impacts is the balance between the sectors of the tourism industry. At the same time the variety and quality of services offered is also fundamental for a successful tourism development. These elements are basic when talking about the multiplier effect which ensures that the money spent by the tourists circulates inside the economy. However, in Ilhéus, there is a lack of balance between the sectors as well as a lack of tourist specialized services, quality services and tourist products to provide the visitors. To attract more tourists the destination has to expand the services and its products and ensure that there is a qualified work force to supply the sector. If not, there is a danger of been dependent on the import of services and products which minimizes the economic benefits and job creation for the locals.

Seasonality is one of the negative aspects of the tourist activity which means instability and insecurity. To minimize this negative effect a tourist destination needs to work to create alternative ways to attract visitors during the whole year. Ilhéus’ tourism is highly seasonal, and that affects the economy negatively and the people involved in the sector.

Infrastructure provision is one of the basic roles of the public sector and is considered as one of the positive impacts of tourism to the local’s quality of life. But, in line with the interviews, the local government is not playing its role in the provision of infrastructure, not even with the most basic duties such as public cleanliness.

It has been seen that there is a lack of skilled people and expertise working in the tourism sector, and also in strategic positions of the public tourist sector in Ilhéus. The lack of skilled people has as one of its consequences, poor quality service which can influence and reduce the number of visitors coming to a place. The lack of these professionals in strategic positions can result in a narrow view of tourism and also in poor planning which will consequently minimize the positive impacts and maximize the negative impacts of tourism. It is important to highlight that according to the tourism professor interviewee (academic interviewee 1), there are tourism master graduated students in Ilhéus. Surprisingly, they are not employed in the tourism sector. One of the reasons can be that businessmen do not recognise the importance of having skilled people in their team or they can not afford the
costs. In the public sector, the fact that these skilled people do not get a job can have its explanation in some reasons exposed by Tosun (2000) which are favouritism, nepotism and personality clashes.

In the end of the Analytical Framework different approaches were discussed to maximize the benefits of tourism. In the context of developing countries, some difficulties could challenge the implementation of these approaches. In Ilhéus contexts, based on what has been analysed earlier in this work, it seems that many of the difficulties are present. Some of them have already been mentioned, some others are for example the lack of tradition of community participation, the characteristics of a centralized and bureaucratic public system and rivalry among authorities which make coordination, cooperation and continuity difficult. Since Ilhéus is still in an initial stage of the tourism development process and the numbers of visitors are quite low at the same time as the impacts of tourism are not clear, it is essential for policy makers and the tourism sector as a whole to consider the situation of other destinations to learn from them and avoid mistakes.

5.8.1 Comparing cases and avoiding mistakes

In Chapter 4, the tourism destination Itacaré, in Bahia was mentioned, because of its impressive tourism growth in the last decade. It is pertinent for the tourism stakeholders and the policy makers of Ilhéus to have a deeper examination of Itacaré’s case to learn from it and avoid that the same mistakes happen in Ilhéus. Itacaré was chosen because of its proximity to Ilhéus and because of the fast growth the tourism sector has been experiencing, receiving massive national and international investments and visitors. On the other hand, this fast growth is causing many negative impacts and the benefits of tourism development are not been maximised. Some of the negative consequences in Itacaré will be seen bellow.

5.8.1.1 Itacaré’s tourism boom

Itacaré, a small village only 70 km north from Ilhéus has achieved an enormous growth in the tourism sector during the last years (Anuário Exame, 2007). It has been receiving great number of investments in the sector both of national and international origin. According to what has been said earlier in the Analytical Framework, foreign investments in the tourism sector can have a negative effect because of the leakages of earnings which will limit the economic positive effect of the investments. In Itacaré’s case, Oliveira (2007) states that the economic benefits are being reduced because of two main reasons. The first one is the leakage of money of the economy to import goods and service that can’t be provided by the local
economy-labour force. And the other one is low tax income to the local government because of tax holidays offered to attract investments in the sector. Thus, when discussing whether foreign investments are good or not it can be said that the domination of the market by international companies together with foreign dependence can diminish the good economic effects that tourism can provide (Brohman, 1996). On the other hand, according to the Centre on Trans-national Corporations:

Domestic hotels are often more flexible in their operations than the centrally controlled trans-national corporations and are, therefore, potentially more capable of adapting to local conditions. This may result in lower operation costs, greater diversity in the range of services offered by the hotel… and greater ability to comply with the economic, social and cultural objectives of the economy, for example by processing imports from local subcontractors, designing the hotel in order to maximize the use of local materials and reflect indigenous architecture, employing indigenous managements etc., and thereby minimizing the transfers of earnings abroad (Pearce, 1989, p.39).

Oliveira (2007) also points that population growth have increased social problems. People from different places moved to Itacaré intending to work or invest in the tourist sector. Some of the social problems that Itacaré is facing now are crime and violence, environment degradation, increase of prostitution and drug traffic. In the economy sphere it is possible to see increasing inflation rates and increasing prices of land. These effects are negative for the locals who have to pay more for the goods and the land (Cooper, 2000).

There is a problem with lack of skilled people in the tourism sector in Itacaré and Oliveira (2007) affirms that tourism has not increased the quality of life of the locals. Another issue pointed by Oliveira (2008) is that the state government has allowed investments in the accommodation sector that are seriously affecting the environment without having studied these effects beforehand. The investor is the same Portuguese group that has a six star hotel investment under development in Ilhéus. The construction was stopped by IBAMA and the Federal Public Ministry (Ministério Público Federal), however, the state government allowed the continuity of the construction. The state government has a plan to stimulate and develop tourism, although, this example shows the lack of commitment of both local and state governments with sustainable development and long term perspectives and concerns (Oliveira, 2008). One of the crucial causes of all these problems is the disordered growth and lack of planning, policy formulation and regulations to develop tourism.
5.8.2 How to reduce negative and enhance positive impacts of tourism in Ilhéus

According to my data, many of the tourism stakeholders in Ilhéus believe the place has a great potential to develop tourism. There is a large concern in attracting greater numbers of visitors, investments and making tourism grow faster. Fast growth and uncontrolled tourism development can achieve some short term benefits, however in the long term perspective, many cases, as Itacaré’s case, has shown that this kind of development generates several negative impacts in the socio-cultural and environmental area. Many times it also causes negative impacts to the economies and the results do not meet the expectations.

If Ilhéus wants to achieve a long-term successful tourism development, it is of fundamental importance that the policy makers, the tourism stakeholders and the community are first of all aware that the city needs a tourism development plan and second, they are aware about the negative impacts that tourism can produce. Not only is it important to know the risks of tourism, it is also necessary to work and develop strategies to avoid the negative impacts. To do so, there is a need to join skilled people and tourism expertise to develop a tourism plan for the city.

Some of the strategies that Ilhéus should use to maximize the positive impacts of tourism are:

1. Government involvement – To achieve the positive benefits of tourism it is of fundamental importance to involve the local government in the tourism development process.
2. Policy formulation, planning and management – the coordination role of the government will be realized through these three issues. They will direct, regulate and manage the development of tourism and therefore be able to achieve the benefits and minimize the negative impacts. One way of doing so is for example by establishing carrying capacity levels to assure the quality of the tourist products and attractions as well as avoid affecting the daily life of the locals.
3. Flexibility and continuity – the planning and management of tourism development need to have continuity. It also needs to be flexible to adapt to changes and the feedback obtained.
4. Integration and partnership – the integration between stakeholders and the establishment of partnerships will help the sector to perform in a more coordinated
5. Community participation – this strategy will allow the involvement of the community in the decision making process, giving them the possibility to express their wishes and expectations. The community participation has great influence in the success of the tourism development process and it can provide awareness about tourism to the population.

6. Education – Job creation and better quality of life are some of the reasons defended by many to develop tourism. However, to achieve this benefit education is an essential issue because it will make it possible to achieve social development and inclusion. The government and the private sector need to understand the importance of education and they should work to provide and incentive education, training and research to indigenous people to maximize this positive impact that tourism can produce.

7. Creating stability – to minimize the instability and the seasonality problem, the local stakeholders should work together to develop different tourist products that can be attractive year round, promotional prices, make use of creativity with events and locate different potential origin markets that could be explored in other period of the year.

8. Variety to achieve better returns - seek to incentive forms of tourism that achieves the multiplier effect. It means to attract tourists to stay in the city, providing them a variety of quality services and entertainment opportunities as well as enable contact with locals. Instead of focusing in attracting a massive number of cruise ship tourists that only stay in the city for a day, providing limited returns. This kind of visitor does not really visit the city and will probably not come back.

9. Sustainable and responsible tourism principles – for the achievement of benefits with tourism development it is indispensable to adopt sustainable and responsible tourism principles and that includes all the parts involved in the tourism activity. The policy makers and the stakeholders should also work in accordance with international organization guidelines.

10. Economic diversity – it is important to point out that tourism should not be the only economic activity in Ilhéus. Economic diversity is of great importance to assure a more stable and solid economic development.
The strategies proposed above should be utilized to maximize the benefits of tourism and minimize its negative impacts. However, there is no magic formula to develop tourism, and each place, respecting its characteristics, tradition and reality has to find its own way.
6 CONCLUSION

The present study has discussed tourism and had Ilhéus as its interest area. The state of Bahia has been working for a long time to develop tourism. Ilhéus, the cocoa coast main city, has become a tourist destination, however it has been seen in this work that the tourism sector in Ilhéus do not go so well, it has many lacks, deficiencies and problems of socio-cultural nature.

The current situation of Ilhéus’ tourism is of stagnation, in spite of the fact that the place has great natural and cultural potentialities as well as a bunch of services and facilities necessary to compose a destinations tourism sector, like transportation facilities, accommodation, catering and travel agencies. Why the stagnation then? The first answer is that it is not enough to have resources and potentialities to attract tourists. A place, to become a tourism destination and attract visitors needs to develop infrastructure, tourist products and services. In Ilhéus, the resources and potentialities have not been explored and transformed to attractions or to tourist products. The services are not specialized to serve the visitors and there is a lack of some basic services and infrastructure, such as tourist information and public security. This statement confirms hypothesis 1 that the infrastructure and the services are not good enough.

Developing a tourism destination and tourist products is a process, which needs to involve the tourism stakeholders from the public, private and academic sector as well as the community to build a developing plan, establish policies, regulations, goals and strategies to achieve them. The public sector has a fundamental role to play in this process. In Ilhéus’ case, the public sector has not been playing its role and that is mainly because local public managers do not yet recognize tourism as a relevant economic activity. This statement confirms hypothesis 2 that tourism is not seen as an economic activity to achieve development in the city. Regardless of the financial situation of the local government, if it considers tourism a less important issue, it will not invest on it. According to the information from some interviewees, the amount of money directed to the tourism secretary is tiny and is used in event or parties which can not be considered as priorities to resolve the problems of the tourism sector. In addition, the fact that the current major during the field work was removed from the position because of corruption, confirms hypothesis 3 that there is an inadequate administration of public money. Hence, this study concluded that the local government has not been working to achieve tourism development. There is no tourism plan for the city and no policies and strategies have been established. Even recognizing the lack of planning and
engagement of the local government the tourism activity is a reality in Ilhéus, however, it is just happening, without any coordination and supervision. One of the consequences of this is that Ilhéus is just one more city located in the immense coast of Brazil. It has no differential that makes it more attractive than other places. These statements validate hypothesis 4 that there is a lack of strategic tourism planning and managing.

The lack of planning was also seen in the private sector. The issue was not seen as a priority. A great part of the businessmen had no strategic plans to their business and there was a great lack of entrepreneur attitudes. Hence, the lack of entrepreneur attitudes, hypothesis 5, can also be affirmed. The lack of concern about planning was also seen in the critics from the private sector to the public sector. Instead of calling for the creation of a development plan, they were more concerned in claiming for the promotion of Ilhéus and events promotion. The other complains were directed to cleanliness, illumination and security issues, which are actually not problems specific of the tourist sector, but of the city administration as a whole. As it has been seen along this study, tourism can produce many negative impacts in a destination, its environment and people. Planning is seen as a great feature to manage, control and minimize the negative effects of tourism development. Ilhéus is not making use of this feature and the great danger of not having a tourism plan is exactly the aggravation of the negative consequences at the same time as the positive effects are minimized. It is relevant to say that the lack of planning and long-term perspectives seems to be a cultural problem and it is not only seen in Ilhéus, but in many other tourist destinations in Brazil both in the private and public sectors.

This study has also shown that to develop a tourism strategic plan it is necessary to have a group of well skilled people, who together with the different stakeholders of the sector and the local community will be able to develop a plan based on the parts wills respecting the values and the opinion of the community, as well as the environment quality maintenance and caring capacity levels. The two most important issues to achieve tourism development are present here, they are: planning and education. As it has been said, the lack of planning is a crucial problem of Ilhéus tourism and this problem is close connected with the education issue.

The lack of education, concern and skilled people is maybe the most important issue to develop tourism and the greatest problem of tourism development in Ilhéus. There is an enormous lack of concern about tourism. The seriousness of the problem can be explained with lack of knowledge about tourism not only among the community, but among the tourism sector’s stakeholders. This explains the limited view of tourism exposed by the public and
private stakeholders and their focus on what can be considered as less important issues to the achievement of a successful tourism development. The lack of concern and formal education about tourism is the cause to many other problems such as the lack of importance given to tourism by the public managers, the lack of knowledge about tourism development as well as the public sectors role from the tourism secretary’s side. This explains the lack of planning and preoccupation with basic elements of a tourism destination such as the development of tourist products and the provision of tourist information.

To develop tourism it is fundamental to have the government’s involvement to coordinate and direct the development. Coordination is the main role of the public sector in the tourism development process. The absence of this coordination leads to inappropriate development of the sector with lack of balance between the sectors and general disappointment of the stakeholders who do not achieve the benefits expected. It is pertinent to say that the coordination happens in all spheres inside the public sector. However, the local public sector in Ilhéus is not acting in coordination with the national and state tourism development planning. This sequence of problems is mainly caused by the lack of concern about tourism.

The lack of knowledge about tourism and the lack of skilled people in the private sector also lead to problems such as confusion about their own role and the public sector’s role, lack of management and business planning and lack of service quality. Another result of the lack of knowledge is lack of information and also communication between the sectors and especially with the academic sector. It seems that the public and private sectors do not recognize the importance of the involvement of the academics in the tourism developing process. Contrasting with the private and public sector, the academics proved to be conscientious and gave great attention to important issues of tourism development. They showed great concern about the planning and management issues as well as the need of skilled people inside the sector. But, it is not enough that only the academics recognize the importance and necessity of a strategic plan. “The fact that it is recognised that a strategy is required is an important indication that the government and people are aware of the complexity of the tourism industry and its need for coordination”(Fletcher, 2005, p.316). In Ilhéus, neither the government, the private sector nor the community have recognized it yet.

Another issue was the lack of partnership and cooperation between the sectors and also inside the sectors which also limits a better development of tourism. Hypothesis 6 is also confirmed: lack of partnership between stakeholders.
The community has not been included in the process. Even knowing that the local population is not against tourism, which is a good start point, the community is not invited to participate or be heard. The lack of involvement of the community, hypothesis 7, is here confirmed. The community-based approach is one of the most powerful features to achieve a successful tourism development. This approach is also considered a powerful tool to provide knowledge and education to the community. Although, neither Brazil nor Ilhéus has tradition for community participation in the decision making process, which means that the approach can be a challenge, but it can not be abolished of the process.

There is no doubt that Ilhéus has many potentialities and varied possibilities to develop tourist products and develop itself as a great tourism destination. However, the lack of education about tourism needs to be seen as a crucial problem. People inside the tourism sector need to understand tourism and specially its risks. The community, to be able to participate and make their choices, also need to understand tourism. So, Ilhéus has to face the problem. The local administration, together with the private sector, the academics and the community has to come together and find out if they really want tourism for the city, what kind of tourism, and what kind of tourists they want to attract. How can it be done? Is it economically viable? Is it socially compatible? Is it complementary? Is it environmentally sustainable? And no less, what kind of impacts this kind of tourism can bring to the economy, to the local people and to the environment. Since Ilhéus is still in an initial stage of tourism development, it is extremely important to discuss the issue now, because there is still a chance to change the course of tourism in the city and avoid the mistakes and minimize the impacts seen in many other destinations. It became clear that Ilhéus has already some skilled and concerned academics from the tourism field. These professionals need to be included in the process. They have the knowledge about tourism that is missing in Ilhéus’ tourism sector.

Elements of the different approaches to maximise the benefits of tourism such as planning and policy formulation, community-based, cooperation, partnership, continuity, flexibility, stability and education should be adapted to Ilhéus’ reality and used in the tourism development process. Even recognising that it can be a great challenge to bring these four stakeholder groups together, Ilhéus has to make an effort to achieve this cooperation because there is still a chance to develop responsible tourism and achieve great improvements with a planned and conscientious tourism development.

The tourism sector in Ilhéus has numerous problems, however it is important to say that most of these problems are also seen in many other tourist destinations in Brazil, such as the infra-
structure gaps, crime and lack of public security, lack of strategic planning as well as long-term perspectives which can be seen both in the private and public sectors and lack of skilled people and expertise. Hence, the findings of this study have a degree of transferability and can be utilized to similar studies in other tourist destinations in Brazil.

In spite of this, many tourism destinations with similar problems and gaps as Ilhéus attract great numbers of tourism such as the earlier mentioned Itacaré and many others. However, as this study has shown, it is possible to have tourism within this settings, but the risk is high. The negative impacts of tourism tend to worsen and the consequences reach in some way all the parts involved.

During this study I have found many other researches and theories that sustain my findings and interpretations. I have also come to a conclusion that was not in accordance with the theory. The literature says that economic benefits are the main motivation of governments to incentive and develop tourism. Contrasting both with the theory and the national and state governments, the local government of Ilhéus do not recognises the economic importance of tourism.

Some of the theorists have provided me important foundation for the analysis of this research. Wall and Mathieson (2006) gave me great information concerning the impacts of tourism. Considering the context of developing countries with great congruence with Brazil’s and Ilhéus reality Tosun (2000) explained the difficulties to achieve alternative tourism development approaches. Among others, Brohman (1996) and Jenkins and Henry (1982) provided me precious features within approaches to minimize the negative impacts of tourism. Those theorists and others gave me great features to develop the analysis of this research. Crossing their ideas with the data gathered in the fieldwork helped me to achieve the findings and suggest strategies to Ilhéus’ tourism actors to minimize the negative and maximize the positive impacts of tourism development.
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World Tourism Organization:
http://www.unwto.org/aboutwto/index.php

APPENDIX I

Interview Guide

Main Questions

- How long have worked or been interested in tourism?
- What is your education?
- What kind of tourism related jobs have you had?
- How do you define the current situation of tourism in Ilhéus?
- Has tourism been better in other times? When? Why?
- Who or what do you think is responsible or the reason of this situation?
- What could be done to improve the development of tourism in Ilhéus?
- What is right and wrong in Ilhéus’ tourism today?
- What do think of Ilhéus becoming a part of the cruise ship tours route? Is it good or bad for the local tourism sector?
- How do you consider the infrastructure of the city? What about the accommodation sector, public security, planning?
- Do you think the community is positive to tourism?
- If you had total decision making power what would you do to develop or change tourism in Ilhéus?
APPENDIX II

Interviewees

Public Sector Interviewees
Public sector interviewee 1- Paulo Moreira
Public sector interviewee 2- Henrique Almeida
Public sector interviewee 3- Aidê Argolo
Public sector interviewee 4- Sérgio Barbosa

Private Sector Interviewees
Hotel manager interviewee 1- Roberto Azambuja
Hotel manager interviewee 2- Hans Shaeppi
Hotel manager interviewee 3- Luigi Massa
Hotel manager interviewee 4- Carlos Mendonça
Hotel manager interviewee 5- Ednei Espírito Santo
Catering sector interviewee Luan Borges

Academic Sector
Academic interviewee 1- Hélio Barroco
Academic interviewee 2- Frederico Costacurta
Academic interviewee 3- Eliana Fonseca
Academic interviewee 4- Santina Gonçalves
ILHÉUS

São Sebestião Cathedral in the city centre.  

Cocoa fruit

View of the Atlantic Rain Forrest
One of Ilhéus’ nice beaches

Palácio Paranaguá - Public building in the city centre.

View of Ilhéus’ coats